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THE SOCIAL SERVICE REVIEW

Edited by EDITH ABBOTT

A Professional Quarterly for Social Workers

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So They Say

• The fortunes of religion parallel those of freedom.—JACQUES MARITAIN, *French philosopher.*

• Man does not get to the state of creative living until his survival needs are met.—GERTRUDE WILSON, *School of Applied Social Sciences, University of Pittsburgh.*

• Modern instruments of dissemination may unwittingly make the public the victims either of gullibility or of cynicism or of both.—FELIX FRANKFURTER, *Associate Justice of the Supreme Court.*

• This . . . is a war of finding the target in the cross-hairs of the bombsights and setting the release, and it isn't a war of speeches and frothy hatred. It is a technical job, a surgeon's job. There is only time for hatred among civilians.—JOHN STEINBECK *in "Bombs Away, the Story of a Bomber Team."*

• Everything is unknown about the future save this alone: if the American idea prevails the future will offer man some dignity and some chance for self-improvement . . . And the American idea cannot be saved by the sword alone; it can only exist if we live it.—HERBERT AGAR *in "A Time for Greatness."*

• International civilization, like national life, depends on the acceptance by the strong of self-imposed, self-denying ordinances protecting the less strong from oppression.—A. A. BERLE, JR., *Assistant Secretary of State, in Survey Graphic.*

• The principle on which this country was founded and by which it has always been governed is that Americanism is a matter of the mind and heart; Americanism is not and never was, a matter of race and ancestry.—FRANKLIN D. ROOSEVELT.

• The most important contemporary movement of Protestant thought is toward a recovery of the heights and depths of faith that in the seventeenth century made blasphemy an actual and monstrous thing.—*"The Christian Churches in the War," in Fortune for March.*

• For the leaders of a democracy at war to concern themselves with the purpose of victory as well as with the means to victory is not a diversion of effort from more important to less important tasks. It is a part of their task—the means to success.—SIR WILLIAM BEVERIDGE.

• The most important fact today is not that we are in a war but in a revolution.—JULIAN HUXLEY.

• The Common Man . . . doesn't know how to solve "the economic problem," but he can and will blow up the world if it is not solved.—DOROTHY THOMPSON *in New York Post.*

• If collectivism comes to America it will come by default on the part of good citizens rather than design on the part of revolutionaries.—PAUL G. HOFFMAN *to the New York Chamber of Commerce.*

• If all aspects of an economic problem were explored, it would become apparent that the basic interests of all countries are largely common interests, that each country's economic problems are related to, and inseparable from, those of the others.—SUMNER WELLES, *Under-Secretary of State.*

• Psychological warfare is nothing more and nothing less than that branch of warfare of which the field of battle is men's minds and the objective men's opinions—a form of warfare waged to conquer, not cities or islands or elevations or continents, but the convictions of the world—ARCHIBALD MACLEISH, *Librarian of Congress, in The Nation.*

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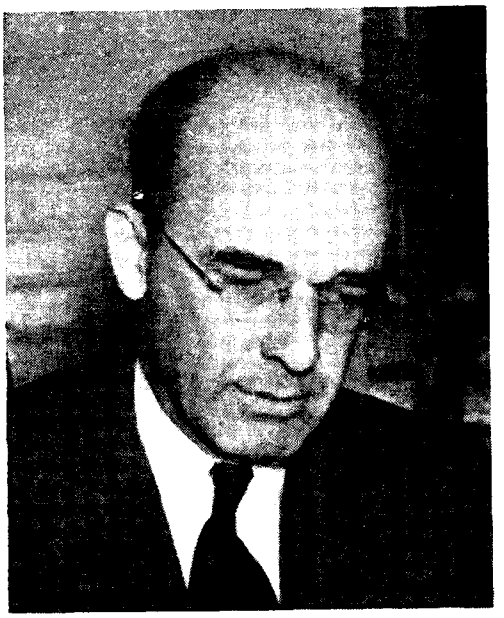
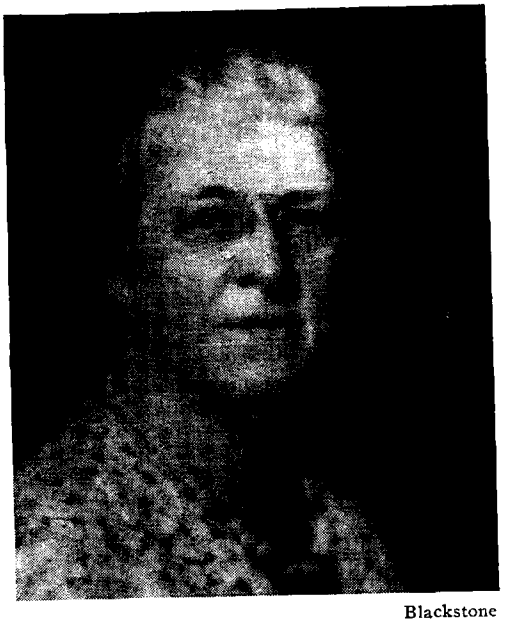
At New York's Regional Conference of the NCSW



Left, Howard Russell, acting director of the American Public Welfare Association. *Right*, the Rt. Rev. Msgr. Bryan J. McEntegart, first vice-president of the National Conference of Social Work, presiding officer.



Blackstone

Underwood & Underwood

Left, Joanna C. Colcord, director, Charity Organization Department, Russell Sage Foundation. *Right*, Mary L. Gibbons, acting commissioner, New York State Department of Social Welfare.

Left, William Haber, director, Bureau of Program Planning and Review, War Manpower Commission. *Right*, Hugh R. Jackson, special assistant, Office of Foreign Relief and Rehabilitation Operations.

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SURVEY MIDMONTHLY

APRIL 1943 VOL. LXXIX NO. 4

The Challenges of War

First of Three Regional Meetings of the National Conference of Social Work

By KATHRYN CLOSE

WAR Conference is the term that has been adopted for all three of the regional meetings into which, for the first time, the National Conference of Social Work has been broken down. And at the first of these, held in New York, March 8-12, war was not only the main theme, it was the only theme.

It had been the theme, too, at New Orleans last May, but at New York social workers had gone beyond the need for finding their part in the war effort. What they wanted to know was how they could be sure they were carrying it out as effectively as possible. Concern for hanging on to past gains had given way to talk of separating "the more essential from the less essential." Fifteen months of war had brought the realization that sacrifices must be made.

The program cut across the old divisional lines to focus on common problems of equal importance to case workers, group workers, or other social workers. This fit the mood of the participants, for most of them had come to learn how they could tackle problems together. The same program—with different speakers and only a few changes in topics—will be used in St. Louis in April and in Cleveland in May.

An outward aspect of the war's impact on the conference was the absence of many familiar personalities, kept away by transportation difficulties or by the demands of urgent war work. Not the least of these was Fred K. Hoehler, president of the Conference, serving as chairman in North Africa for the Office of Foreign Relief and Rehabilitation Operations.

Thanks to the Columbia Broadcasting System, Mr. Hoehler spoke briefly to the conference by radio at the final session. Earlier he had sent his greetings through a letter read at the opening meeting by the Rt. Rev. Msgr. Bryan J. McEntegart of New York, first vice-president and presiding officer of the Conference. By both mail and radio he described the relief work being undertaken in North Africa and expressed his sense of personal loss in the death of William Hodson, conference president in 1934, who was killed in a plane crash on his way to head the North African work.

The main speaker at the opening session, Chester I. Barnard, president of the United Service Organizations, served notice on the assembled social workers that preoccupation with their professional status and unwillingness to let others assume any part of their job might lose them their community support. As he saw it, their principle function as professionals is to furnish leadership to others who are going to carry on the concrete jobs needing to be done. In using their talents to organize and lead amateurs, he said, social workers can make their best contribution in the crisis.

Changing Emphases

THAT SOCIAL WORKERS ARE WELL AWARE OF FORCES playing on their own roles and the roles of social agencies was brought out in their own discussions during the morning meetings of the Conference proper and of the several associate groups.

One area stressed as in need of social work leadership was the field of counseling—in industry, in schools, in employment agencies. Mr. Barnard had spoken of personnel officers in industry who often practice social work "without knowing it." The subject was approached from another angle at a meeting of the Family Welfare Association of America where Stanley P. Davies of New York led a discussion on the extension of family services in wartime. The main interest centered on the provision by family agencies of "outpost" services to make counseling aid available to the men and women on the production front. Discussion from the floor revealed that a few family agencies have already established such services within industrial plants and indicated that the most successful were those set up with union as well as management cooperation.

What counseling consists of was discussed in detail at one of the morning meetings where Gordon Hamilton of New York defined it as "part of the casework process" involving the skill necessary to help people help themselves. Because the problems which confront the counselor usually are psycho-social the counselor must understand the relationship between the human personality and the economic

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event. Howard Wilson of the American Red Cross described the limitations in providing counseling service to service men. Entering in are military regulations, the short-time availability of the men, an inadequate supply of trained workers. He put in a plea for the addition of "warmth" to casework tools. Successful vocational counseling, said Jane F. Culbert of New York, is derived from two elements: a store of knowledge about industries, factory conditions, the degree of skill required by different jobs; the ability to understand the ways in which young people achieve adjustment. Frances Schmidt of Cincinnati stressed the point that while industry sees the need for counseling, it will not spontaneously turn to social work. Now is the time for social workers to make contact with industry and bear a hand in the training programs of industrial counseling staffs.

Over and over came this new cry for social workers to reach out and make their skills count. And sometimes it was accompanied by a note of frustration. At a panel discussion of the Joint Committee on Trade Unions in Social Work, lack of leadership and unity in the social service field was decried. Russell Kurtz, editor of the Social Work Year Book, released a flood of questions from the floor when he maintained that social workers must ask themselves individually whether the functions they are performing in their agencies are the most important they can carry out. "How are we to know?" he was asked. Catherine Dunn of the Office of Defense Health and Welfare Services brought some comfort in telling of a joint committee of the professional organizations in the social work field which is studying how to bring about greater unity of effort. But, she added, "We are having difficulty in agreeing on what services are essential."

The need for discriminating between the essential and the non-essential was stressed by Clark L. Mock of Baltimore in a morning meeting. He warned that unless agencies subject all their activities to searching examination they may find that their entire programs are considered non-essential. Pointing out that staff shortages will make it difficult to carry on, even on a curtailed basis, he suggested that agencies should develop recruiting among high school and college students. More and more these agencies will have to rely on in-service training and the use of volunteers.

New relationships were indicated by Ray Johns of the USO in a meeting devoted to a discussion of the Citizens Service Corps. Looking forward to the postwar world, Mr. Johns saw volunteers and professionals together "rethinking and realigning" not only their own relationships but those of public and private services; of local, state and national services, and even of worldwide social operations.

Mobilization and Manpower

ALL THESE CHANGING EMPHASES IN THE SOCIAL WORKER'S job could be traced to the mobilization for military service and war production. A forceful presentation of what is to come was presented by William Haber of the War Manpower Commission at a North Atlantic regional meeting of the American Public Welfare Association:

> During 1943 a minimum of 6,400,000 persons must be added to the war industries and the armed forces. Of these 4,000,000 must go to the military services, 2,000,000 to munitions industries, 400,000 to the essential civilian activities that service these industries. To meet these quotas and to make up for the replacement in industry of men who go into the armed forces, the WMC hopes to induce 2,700,000 persons not now in the labor force (mostly women) into war industry, to recruit 500,000 from the present reservoir of 1,400,000 unemployed, to draw 3,200,000 from non-essential civilian industries and services.

Manpower mobilization, pointed out Mr. Haber, does not look so difficult when the need is thus set down in national aggregates, but it is tremendously complicated by the problem of allocation, for the needs are unevenly distributed:

1. In 76 communities there are labor surpluses.
2. In 59 industrial areas no difficulties are expected for the next six months.
3. In 102 areas the situation is expected to become serious within the next six months.
4. In 32 areas there is already a serious labor shortage.

The two most serious manpower problems, according to Mr. Haber, are labor turnover and under-utilization of labor. Absenteeism, he said, must be tackled at the source—more often than not the pressure of family cares caused by overcrowding and lack of community facilities.

At a meeting of the Conference proper, Wendell Lund of the labor production division of the War Production Board described the part being played by labor-management committees in stepping up production. Such committees, he said, are based upon the recognized value of workers' creative ideas in producing more in less time—despite limited facilities, materials and skilled manpower. He pointed out their usefulness in promoting not only fitness on the job but better teamwork, higher morale, and a greater sense of individual responsibility. They are a means of achieving full advantage of the American worker's "know-how."

At Tuesday night's general session Watson B. Miller, assistant federal security administrator, focused on the social measures which must be taken to make mobilization more effective and to cushion its impact upon family life. He stressed the need for larger dependency allowances for service men, maternity care for service men's wives, a more adequate program to repress prostitution. Industrial mobilization will require programs for the rehabilitation of the handicapped, day care of children of working mothers, cooperation between industrial health facilities and community medical groups. Such programs, he indicated, must receive their impetus from the local communities.

At various meetings suggestions were offered for bolstering the manpower supply. Lawrence W. Cramer, executive secretary of the President's Committee on Fair Employment Practices, pointed to the large labor reservoir that is hardly tapped because of discrimination against minority groups, especially Negroes. The importance of training was stressed by Lt. Commander Charles R. Schrage of the WMC's Bureau of Training, who described the functions of the bureau's six agencies. These, in cooperation with colleges, vocational schools, and thousands of production shops, are prepared to train 4,000,000 persons annually. That there is a place in the war production program for the handicapped was indicated in a meeting of the American Foundation for the Blind where Gabriel Farrell of Watertown, Mass., outlined the part schools for the blind can play in preparing their students for the assumption of the several hundred special tasks listed by the War Manpower Commission, and where J. Edward Mayman of New York told of experiments undertaken in New York City in training deaf mutes and blind men to handle important industrial tools.

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In North Africa

From the Conference President's Letter

Our job is principally one of helping the officials of a friendly government to meet the needs of thousands of persons who have been suffering from privation during the last two years. On every hand there is evidence of the devastation which follows the occupation of a country by an enemy army. Stocks of supplies are looted, production is stopped, and people everywhere are in the midst of actual warfare or living in the strictest war economy. There is an extreme scarcity of food stuffs, clothing, and even the simplest of normal consumer goods in every part of the country. Our government and the British government are doing a magnificent job in bringing food and clothing into this area for the use of civilians . . . . What we are able to send in, with that from Great Britain, is all that the people have, except for the grain and olive oil which the enemy has been unable to locate . . . .

It would be a great inspiration to all of you to see the job which is being done in our milk distribution plan for children. Over 200,000 children will, within this month, be given their regular daily supply of milk. This is a plan which is developed through the American Red Cross with the milk supplied by the Allied countries. Many of the very young children have never had milk except on rare occasions and this shows clearly in their lack of growth and their susceptibility to disease or malnutrition . . .

The local rationing plan provides milk only for infants up to eighteen months. Our distribution furnishes milk for those who are over eighteen months and up to fourteen years. We provide in special cases among those who are ill for a more adequate milk diet through the local clinics, which incidentally are well staffed and well organized.

I know how interested all of you are in the problems of the refugee in this area. I am serving on a commission which is concerned with helping solve some of the problems of this group. Already numbers of them have been released to work here or to join the armies of America, Great Britain, and Free France. We are hoping others may have a similar experience soon and that we may send some to Great Britain or to the United States and other countries. Many of these people have very useful skills and they should be put to work for democracy in a world at war. We have been able to make some items of clothing available to some of the areas where these refugees live. Other materials, including clothing, blankets, and food, especially for the sick, will be provided very soon.

It is inevitable that we must look to America and to American social workers and to the social workers of Great Britain for the substances and the services for this job and for the others which will follow in the countries of Europe and the Far East.—FRED K. HOEHLER, *Chairman in North Africa, Office of Foreign Relief and Rehabilitation Operations*

A six-fold role for the social worker to play in mobilization was described by Harry M. Carey of Boston:

1. To help supply workers from the lists of the unemployed and handicapped.
2. To help maintain the physical and mental health of workers.
3. To help reduce the social and health problems incident to change.
4. To mobilize the social and health resources of the community.
5. To aid in determining and eliminating the causes of absenteeism.
6. To maintain normal health and welfare services.

The Effect on the Individual

SOCIAL WORK'S PRIMARY CONCERN ALWAYS HAS BEEN the individual and even in the excitement over total mobilization this concern was not lost. Because of their experience in observing what is happening to individuals in mass situations, social workers may be able to help people weather the stresses and strains of war, maintained Eleanor Clifton of New York. She pointed out that a person's reactions to war are not new, but are basically his usual reactions to his life situations, heightened, revived or disguised. Florence Hollis of the Family Welfare Association of America warned against being "Pollyannas" with the women whose husbands have been called into military service. If caseworkers recognize the need for these women to give vent to their normal grief, they are more likely to be able to help them in the reorganization of their energy. Marguerite Galloway of the Bureau of Public Assistance, Social Security Board, spoke of the difficulties facing public assistance recipients who have failed to make good on the job and no longer have comfort in the knowledge that there is no work. Others who cannot work, are faced with a rising cost of living and stationary grants.

In speaking of the psychological effects of the war, Dr. Nathan W. Ackerman of New York maintained that though the individual may see the objective meaning of war, it is hard for him to comprehend its subjective significance. His willingness to be led into war can be explained only in group psychology terms, but if he is to play his part well he must know what he is fighting for as well as what he is fighting against. Dr. Sam Parker of New York urged the adoption of a broad mental hygiene treatment project for the mental casualties being released from the armed forces.

The discussions about the war and children centered on the need for day care. There were many papers pointing to the difficulty of getting federal aid, the need for making surveys, the social workers' preference that the mothers stay at home—though it was generally agreed that more and more of them would not. One revelation that came out was that in many instances where day care has been provided it is not being used by the mothers. Lucretia Cunningham of Hartford, Conn., told of two experimental projects which after nearly a year of operation have only small enrolments. The responsibility for the delay in receiving federal aid for day care falls on the community, she said, for at no time has a sizable body of parents clamored for the service. A possible answer to this puzzle emerged from a panel discussion where specialists in health, casework, education, recreation, and employment services explored ways in which the various agencies which serve children might plan together for the whole child. There it was brought out that parents are usually left out of coordinated planning.

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Also concerned with the many-sided needs of children was Katharine F. Lenroot, chief of the U. S. Children's Bureau, who pointed to seven resources which aid the social worker in doing something about them:

1. An increased understanding of the importance of individualizing the child.
2. An understanding of the importance of dealing with the child in all the aspects of his life.
3. Recognition that the child himself is not an isolated entity, but carries within his mental, emotional, and physical makeup the people and environment to which he is related.
4. An awareness of the importance of the continuity and quality of experience as to place, time, and personal relationships.
5. An understanding of the security which pre-adolescent children find in companionship with children of their own age.
6. An understanding that the speeding up of emotional and intellectual growth places on many children burdens too heavy for them to bear.
7. Recognition that the greatest need of childhood is opportunity to grow into full membership in a society which has a sense of direction and a moral purpose.

Surveys have shown that wherever the pressures of war exist juvenile delinquency has spectacularly increased, said Mary L. Gibbons of the New York State Department of Social Welfare. Much of this increase, she suggested, might be laid to: loss of guidance in homes; the absence or breakdown of religious training; the shortage of community child care facilities.

Adolescents received a great deal of attention at the conference. The consensus was that they are more apt to be seriously affected by the war than their younger sisters and brothers. Aggravating their normal vacillations, inconsistencies and unpredictability, pointed out John Slawson of New York at a meeting of the Child Welfare League of America, are the uncertainty of the future, the disappearance of the stabilizing influence frequently provided by the next older age group, the relaxation of parents' supervision and guidance, and the spectacle of an adult world bent on destruction. Private social agencies, he said, should become concerned with "the unreached client who does not necessarily come and ask for treatment and guidance." Charles Hendry of the Boy Scouts of America said the war at least had helped fill youth's need of feeling important. He maintained that youth-serving agencies could best serve the nation today by demonstrating: that they understand the needs of youth; that they know what is required to meet these needs; a willingness and a capacity to pioneer new services and to experiment with new cooperative relationships; that the preparation of youth for the responsibilities of postwar reconstruction is an important present-day concern.

Many of the conference-goers had seen the young girls, some of them not yet in their teens, who hang around Times Square in New York waiting to be "picked up" by soldiers and sailors. Papers and discussions revealed that similar situations exist wherever there are large concentrations of army or navy men. Marguerite Marsh of New York pointed out that most offending adolescents came from broken and unhappy homes. She chided social workers for their past indifference to sex delinquents and prostitutes and for regarding them as hopeless cases. Her charge was backed up by Raymond Clapp of the ODHWS who told of an occurrence in a large middlewestern city where six agencies were approached in an attempt to get casework services for several young girls who were in jail. Not one of the agencies would accept any of the girls.

The war has helped the Negro achieve considerable gains in the fields of education, politics, social service and industry, maintained Edward S. Lewis of New York, but added that considerable discrimination still exists in all of these areas. Social workers, he said, can help by "keeping the problem of race relations in the cleansing arena of public opinion." On the other hand, the war has been anything but helpful to aliens, whom Earl G. Harrison, commissioner of immigration and naturalization, called the "scapegoats and whipping boys" of a nation's jitters. Mr. Harrison pointed out, however, that aliens and foreign-born so far have experienced far less trouble in this war than in the last. "We are more conscious of the global composition of our population," he said. Measures being taken by the War Relocation Authority and certain voluntary organizations to lighten the burden on the hardest hit group of all, persons of Japanese ancestry, were described by Clarence Pickett of the American Friends Service Committee who estimated that there was an unused labor force of some 40,000 among 106,000 persons in relocation centers. "The long range solution . . . is in relocating these people as individuals."

Thus the conference considered the impact of war on the individual in relation to his family, the period of his life, his ethnic group. Conference-goers were provided a

Mobilization

One of the primary effects of mobilization is to focus attention upon individual deficiencies, to place a premium upon devices to get the best out of each individual regardless of his deficiencies, and to set in motion forces designed to correct the manifest remediable deficiencies.

This would imply that one of the tasks immediately ahead is to scrutinize the needs of the young boys and girls who, within the next year or two, will make their contribution to the common cause. The need is plain in the later teen-ages for more medical examinations, follow-up for the correction of defects discovered, health education, programs of physical fitness, vocational training, and vocational guidance . . . .

In regard to civilian mobilization, we are manifestly confronted with the necessity of doing the best we can with the resources which we have. This is not just a war of the man in the armed forces and the fifty odd million who are ordinarily employed. It is everybody's war.

Some special social arrangements are without doubt necessary in the effort to stretch the labor force to the maximum by bringing in people who were formerly not in the market for jobs. Three such classes are particularly important—the aged, the physically handicapped, and the women . . . .

To complete our industrial mobilization we must slow down the out-movement from places of labor scarcity and speed up movement from areas of excess labor . . . while men and women may be willing and eager to move voluntarily to the right place at the right time, the size of the movement is too great and the need for speed is too desperate to trust entirely to the uncoordinated activities of millions of individuals. This movement must be guided and assisted in every possible way by national, state, and local organizations.—WATSON B. MILLER, *assistant Federal Security Administrator*

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Adolescent Delinquency

Wars are fought and won by the matching of aggression with aggression, ruthlessness with ruthlessness. The culture of a nation tends to change from prohibition to permissiveness of violence. When the adult world is engaged in work of destruction adolescents will, in effect, engage in similar activity even though it may be inappropriately directed. If this is not brought about through example, it may be brought about through the opportunity that is being afforded for the expression of those primitive impulses that have been curbed from early infancy and eventually made dormant in the interests of orderly civilized living. When the modifying influences of the adult world itself give sanction to that which was formerly prohibited, these buried urges come to the fore and the censor (conscience) always operating against pressure from within, becomes sufficiently weakened during such period to permit expression in the form of behavior designated as anti-social . . .

In war-affected communities we have the usual conditions brought about by overpopulation and inability of the community to absorb the newcomers into their own cultural milieu. We have inadequate wholesome recreational resources and greatly overburdened social service. . . . We have the usual spectacle that is characteristic of the boom town with congested housing, crowded living quarters, inadequate schooling, undesirable commercial recreation, distortion of the ratio between the male and female sexes resulting in sex delinquencies and problems around prostitution and, in general, life on a more primitive level. We also have the spectacle of greater economic opportunities superimposed upon unwholesome social conditions, resulting not in improved living standards but, as a matter of fact, in further deterioration . . .

What is needed at this time is the mobilization of all personal and group services, private and public, in the interest of our adolescents and children, cutting across functional and specialized lines and considering the adolescent personality needs on a unitary basis. . . . There is no guarantee that democracy will be preserved and fostered if we do not assure ourselves of a mentally sound and emotionally healthy adult of tomorrow who is the adolescent of today.

JOHN SLAWSON, *New York*

further comprehensive review of the ways in which such groups are affected, by the American Association for the Study of Group Work. The association broke its program into small work groups which came together for a final summary. Several wartime needs having implications for group work agencies were brought out, among them:

1. The need of disrupted families for comfort and the sense of belonging which comes with participation in group activities.
2. The need of young people for participation in activities that will help prepare them for employment or induction.
3. The need of recreational opportunities for Negroes who have taken war jobs in communities where few or no facilities are open to them.

Disrupted Communities

ONE OF THE GREATEST CHALLENGES OF WAR TO THE social worker is in dealing with the community disruptions caused by the mobilization programs. Hardly a speaker failed to refer to some of the problems that arise in a war industry town: overcrowded hospitals, schools and recreational facilities; inadequate housing, sanitation and transportation; a shortage of doctors and nurses; lack of child caring facilities and trained workers.

A panel meeting of the National Committee of Housing Associations brought out a divergence of viewpoints on whether the federal government or local communities should take the leadership in solving some of the social problems of wartime housing. Dorothy Rosenman of New York maintained that many local housing committees seemed to resent interference from Washington even while resenting lack of leadership from Washington. The discussion emphasized the fact that among the outstanding needs in war industry communities are housing and community facilities for Negroes.

Health organization in communities today can have little meaning except in relation to a national plan, according to Dr. Dean A. Clark of the medical division of the OCD. National planning, he said, is necessary because of the unequal distribution of medical and nursing personnel remaining available to civilians. Yet organization for health at home in the communities is necessary if only to call attention to what is needed on the national scale. Dr. John P. Peters of Yale University urged the adoption of a system of group medical practice in order to assure a higher quality as well as a better distribution of medical service.

Recent developments in the spread of the "block plan" were reported by Glen Jackson of the OCD in a meeting of the National Publicity Council for Health and Welfare Services. Mr. Jackson cited the experience in several cities where block workers have cooperated in civilian defense activities. In many instances public welfare workers are helping to train block workers in visiting.

In reviewing the development of organization to meet wartime community disruptions Joanna C. Colcord of the Russell Sage Foundation declared that the most successful communities in wartime welfare planning usually have been those in which Councils of Social Agencies had taken the lead in organizing a welfare committee to work with or under the defense council. Will the structure of the defense council prove durable and remain in existence to coordinate the emergency problems of peacetime? she asked. Elwood Street of Richmond, Va., also looking forward to the postwar era, said that postwar community planning must represent a fused knowledge and judgment of all possible interested groups, but leadership should be exercised by an agency which does not exclusively represent any one.

At the meetings of the National Federation of Settlements, a session on camping for children brought suggestions for meeting the scarcity in personnel, food, gas and tires. Discussion of the adaptation of the camp program to the government's agricultural program indicated the values of a work project but warned of the danger of emphasis on work alone. At another session, Eduard C. Lindeman of New York reported on the experiment of the Good Neighbor Committee, the New York Adult Education Council, and the National Federation of Settlements in training leaders, developing content material, and determining techniques for promoting international understanding and postwar planning. "Do not wait for leadership

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from another source," Mr. Lindeman advised, "begin now where you find the interest, no matter how modest the attempt may be." Mary K. Simkhovitch of New York spoke of the ever-widening aspects of the settlements: "The place of the settlement is to foster neighborhood planfulness, to stick with it, to be guided by it in its choice of activities, and to promote within it a constant concern for the larger life democracy implies."

Security and the Future

ONE OF THE MAIN TRENDS OF INTEREST AT THE CONFERENCE was in social security, now and in the future. When the conference convened, the report of the National Resources Planning Board [see page 106] had not yet been released, and there were currents of excitement Wednesday night when the news of its submission to Congress came out.

At a meeting called by a self-appointed committee on social action directly following the Conference, with Paul Kellogg presiding in the absence of its chairman, John Fitch, it was decided that this report was the most important cause for social action in the immediate future. The committee thereupon decided to ask that the report's recommendations be made the main charge on the Cleveland Regional Conference, with an evening session or two devoted to it and a grist of morning sessions given over to various facets of the theme. It was noted with concern that within only a few hours of publication of the National Resources Planning Board report, some sections of the press were already condemning the recommendations. The committee felt that there was need to get people thinking about and discussing what is going to happen in their communities upon demobilization. Several steps were suggested for consideration by local social work leadership in developing understanding in their communities of the report's recommendations, among them:

Promote discussion groups in social and health agencies, Councils of Social Agencies, churches, trade unions, civic groups, and the like.

Request local groups to study the recommendations of the National Resources Planning Board.

Answer letters published in the local press, discussing the recommendations, and stimulate letters to the press.

Make known local interest in the subject in communications to U. S. Senators and Representatives.

Planning now for social security was the central theme of the sessions of the American Public Welfare Association which opened two days ahead of the Conference proper. They began with a critique of the Beveridge plan presented by Sir Henry Bunbury of London. [See "The Beveridge Report" by Beulah Amidon, *Survey Midmonthly,* March 1943.] Sir Henry maintained that the plan is a consumer's approach to the problem of want. However, since it is based on the assumption that unemployment can be kept below 8,500,000, it might bog down under mass unemployment. In his opinion its success will depend largely on how it is operated at the grass roots, for though the administration will be centralized at Whitehall it will be carried out through a network of local agencies. Because of the full employment in Britain at present, he said, it would be wise to take the present opportunity to work out the details.

More eager to see the Beveridge plan get underway soon was Dr. Herman Finer, formerly of London and now of the International Labour Office in Montreal, who spoke at the closing session of the Conference proper on Friday. Dr. Finer defined the report as the culmination of a "historic succession of experiments in the treatment of want." Its recommendations, he said, have been hailed with a "great shout of joy" by the British people, though there are those who, having accepted the plan in principle, are "proceeding to kill the details."

Eveline Burns, chief of the economic security and health section of the National Resources Planning Board, was at a disadvantage in speaking at an APWA meeting before the board's report had left President Roosevelt's desk. However, she suggested that the most constructive way to plan for freedom from want is to put our minds on full employment. But because there will always be the sick, the young, the old, and persons who are temporarily out of work, there must be an adequate system of social insurances.

At an APWA round table discussion, the controversy between federal centralization and state and local autonomy arose. William J. Ellis of the New Jersey State Department of Institutions and Agencies took up the cudgels for states' rights with arguments against the federalization of unemployment compensation. He quoted at length from an article by Elizabeth Brandeis in the *Survey Graphic* [see "Centralization and Democracy," December 1942] in which she maintained that this country is too large to be centralized and still remain democratic. Mrs. Burns' response to this view was that there is a fallacy in the tendency to talk as though there is one final choice between federal or state administration. She suggested that in ap-

Health

The first [principle of health organization] is the realization that what we are able to do right now will to a large extent determine what we can do after the war is over. Second, is that any health plan is futile which is not reckoned as a part of the whole community picture . . . . A third basic principle is that health planning must include all the health needs of all the community's people, without regard to rights, privileges, or economic circumstances. Fourth, we must recognize and face the obvious fact that our accomplishments will depend almost wholly upon the more effective organization and use of the limited trained personnel and specialized facilities now at hand or even less than these . . . .

. . . In all the talk about our farm labor shortage and our problems of absenteeism in industry, little has been said about the drain that unprevented or untreated sickness makes on our farm and industrial workers . . . . How many are there among us, not now able to take part in the productive effort, who could do so if they had an opportunity to obtain physical or vocational rehabilitation? Clearly, it is not enough to insure that some one phase of the problem—let us say venereal disease control—is well handled, if we neglect the rest. The best industrial hygiene and accident prevention measures might help a good deal to reduce the work days lost because of occupational health hazards, but of what use will this be if we neglect the non-occupational illnesses which cause fifteen times as much time lost? Of what real value is a fine plan for hospitalization and medical care in a community where families have to live in shacks and trailers and drink contaminated water? Health simply cannot be treated as an isolated phenomenon.—DEAN A. CLARK, *surgeon (R) USPHS; Office of Civilian Defense*

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proaching a problem we must first ask what the functions are that have to be carried out, whether this can be done by local governments, or whether it is important to have a certain degree of uniformity throughout the country.

Another person to speak for the federalization of unemployment compensation was Arthur J. Altmeyer, chairman of the Social Security Board, who at a meeting of the Conference proper outlined a comprehensive system of social insurances. He would expand the coverage of the present insurances and would add a program of permanent and temporary disability insurance.

What directions are the public welfare services taking? was a question asked at the APWA meetings. Ruth Hill of New York, in describing recent changes in procedures within the New York City Department of Welfare, showed that the trend of services is in the direction of protection and prevention. In another session, Willard E. Solenberger of the Pennsylvania Department of Public Assistance maintained that public welfare, still suffering from an "emergency relief hangover," is hoping that it can be counted in the "emergency" of postwar reconstruction. Public welfare, he said, should do its job not as an emergency agency but as a regular agency of government. In a meeting on staff development, Robert P. Wray of the Pennsylvania Department of Public Assistance presented a report of the four Pennsylvania schools of social work recommending that public agencies expand their resources through: more careful induction training; clarification of job definitions and formulation of standards of performance; better supervision; the use of school consultants in staff training.

A glimpse of the postwar problem of helping to reconstruct the devastated countries was afforded by Hugh R. Jackson of the Office of Foreign Relief and Rehabilitation Operations, who spoke both at the APWA meeting and at the Conference proper. The job that is being undertaken in North Africa now is only the beginning, he said, and how it proceeds to other countries depends, of course, on military developments. He gave four reasons why America should undertake this task now:

1. It is essential to military security to feed the civilian population.
2. Simple humanitarianism.
3. The impossibility of existing peacefully and prosperously in a starving world.
4. The need for a postwar market for our agricultural surpluses.

However, everything cannot be done by one country alone. A unified international administrative structure should be established.

An even more difficult postwar problem to come under discussion was that of international migration. Here a difference in viewpoints offered a foretaste of at least one of the controversies to come. Imre Ferenczi, formerly with the ILO in Geneva, maintained that America's immigration laws must be reexamined. The danger spot in the present distribution of populations lies in the Far East, and unless Japanese are allowed to emigrate to the United States and Australia, and Chinese to Australia and the Indies, there can be no enduring peace. Bruno Lasker, of the Institute of Pacific Relations, took issue with this point and defended our Oriental exclusion laws. On the other hand, he held that domination of Eastern nations by those of the West should cease.

The Peace

Peacemaking is not just a matter of ceasing hostilities . . . . [It] requires the release of great social energies, the overcoming of traditional rivalries, the breaking of age-old habits of imperialism and power politics. Unless we show that during the war we can do this we shall never be able to undertake it after the war . . . .

The heartening thing is that we have at hand all the materials for building a decent postwar world. We have the techniques for an economy at home that makes sense, that can give the ordinary man security and the chance at a job, that can put investment and machines and labor to work. There need be no postwar depression. But there can well be a postwar uncontrolled boom, followed by an uncontrolled depression, followed by armament rivalry followed by another world war. What we do with our internal economy, as well as what we do in our foreign policy, will affect the whole course of the postwar period . . .

We have the material at hand either for an enduring peace or else for a strange interlude between wars of annihilation. There is something dying in our world. That something is the idea that a democracy has to be weak to remain a democracy, and that it cannot join with other nations to construct an enduring international community. There is something being born in our world. That something is the idea that a democracy can be strong and still remain free, that it can and must assume the responsibility for creating social security and economic opportunity, that freedom to be for the many is more important than freedom to have for the few . . . [It] is the idea of a United Nations which has strength enough to create an international police force to put down aggression, and which understands that the only basis of an enduring peace is a union of peoples each of whom has a healthy economic and social system.—MAX LERNER

Three years ago at Grand Rapids, Max Lerner of Williams College, Mass., ended a gloomy conference with a call for courage. Last month in New York he again provided a high spot through an unsparing analysis of the problems in building for a postwar world. He maintained that the present policy of our State Department in North Africa and Spain seems to be committing us "to the creation and strengthening of a group of European regimes that represent the conservative and even the reactionary and fascist forces of Europe." This policy will discourage cooperation from Russia in forming a real United Nations with Britain and China, to act as trustees for the building of a "tolerably democratic world order." Mr. Lerner also spoke of our internal postwar problems and warned:

Let us never forget that we came very close to losing one of the most important struggles of our time—the struggle for the hearts and minds and allegiance of our young people . . .

It was only by action at the last moment that we were able to win them back. . . . But let us not think that we have won them for good even now. If the New Deal turns out to be, by a slackening of effort all along the line, the dream we lost; if we give up what we have so laboriously built in the structure of the United Nations, and go back to isolationism and cynicism—then we shall have to wage all over again the struggle of the allegiance of our young people.

He struck the keynote of the conference when he added: *"Everything depends on what we do now."*

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Freedom from Want: the NRPB Report

By EVELINE M. BURNS

Director of Research, Committee on Long Range Work and Relief Policies, NRPB

THE Report on Security, Work, and Relief Policies of the National Resources Planning Board is based upon a major premise: namely, that knowledge of the facts is an essential prerequisite to the development of sound and acceptable public policies.

The Committee on Long Range Work and Relief Policies, which was responsible for the report, was set up in 1939 at the end of a decade in which this nation had made tremendous efforts to meet the worst consequences of widespread insecurity and to preserve the values threatened when people lack jobs or income. But these efforts had been piecemeal, without a clear sense of direction. They had to be varied because we were attacking a very complicated situation, but too often one attempt nullified the accomplishments of another or of national fiscal and economic policy. Our public aid programs suffered from the general tendency to regard them as temporary remedies for a temporary evil. Of these various programs, we had no complete and over-all picture. Evaluation of our achievement in securing freedom from want was difficult because there were so many programs, and because conditions varied so greatly from one part of the country to another. It was high time, therefore, that the facts should be gathered together to see whether the nation had met any measure of success in dealing with the problem of insecurity and if not, why not. It was time also to learn the implications of our past successes or failures in order to plan soundly for the future.

In keeping with its usual policy, the NRPB appointed a technical committee, in this instance under the chairmanship of Professor William Haber. The members were William Alexander, C. M. Bookman, Corrington Gill, Rt. Rev. Msgr. Francis J. Haas, Fred K. Hoehler, Katharine F. Lenroot, Mary Switzer, Thomas J. Woofter, Jr., and the writer. Five of the committee members represented federal agencies operating public aid programs; one represented public agencies operating at the state and local levels; one represented private social agencies; and the chairman and one member were university faculty members with special professional competence in this field.

The collection of comprehensive information on a nationwide basis concerning the actual operation of public aid programs and their predecessors in the past ten years was a task which no one had attempted before. A staff of research workers was assembled under a director of research, and operating agencies lent members of their research staffs for varying periods. As many readers of *The Survey* will remember, we called for assistance on the state agencies administering security programs and also on local public welfare staffs. Our own staff made an intensive study of publications and statistical material coming from federal, state, and local sources. Always we tried to keep in mind the people represented by these figures, as a reading of Part II of the report will show. But we recognized, too, that any realistic solution of these problems must take account of the economic and social conditions prevailing in this country and of the federal character of our form of government.

WE started off from the assumption that all the various programs—work and youth programs, social insurances, farm security programs, and special and general public assistance—were related parts of a broad attack upon the problem of economic insecurity and unemployment. Instead of treating each program in isolation, as has generally been done in the past, we considered the consequences of the simultaneous operation of a variety of related programs. This method of approach enabled us to draw attention to a number of important problems of over-all policy and of coordination. We attempted to answer some very simple but, as we believed, very fundamental questions concerning the national attempt to secure freedom from want. The nature of these questions can be clearly seen from the titles of the chapters in Parts II, III and IV of the Report. In each case we attempted to give an answer for the nation as a whole, and then to discover whether the situation was different in different parts of the country, or for different types of needy people. Where we found shortcomings or inconsistencies in policy, we endeavored to trace the underlying causes, so that our recommendations would be directed toward the removal of fundamental rather than superficial weaknesses.

In Part II of the Report we attempted to find out whether, despite our many programs, a significant number of needy people cannot get public aid in this country and if so, to discover the reasons for this gap between need and assistance. For there is a gap, as many of us know with a sense of frustration, a total of unmet need that must banish any complacency in regard to the accomplishments of this country in the field of public aid. We do indeed have a system of social security and public assistance for *some groups* and for *some persons* within those groups. But other groups, and indeed a large proportion of the very low income groups in whole areas of this country, fail to receive any public aid at all or receive such aid as should shame a wealthy country like our own.

We found that all the social insurances and the work programs fail fully to meet the need for these special types of aid. Even of the workers nominally insured against the risk of old age under the Social Security Act, a substantial proportion have earnings so low or so irregular that they probably cannot qualify for benefits, though they pay taxes on every dollar of their wages. Whole groups are excluded from coverage in each of the social insurances, except for an inadequate workmen's compensation program, and we have no social insurance protection against loss of income due to sickness. The work programs have never at any time between 1930 and 1940 employed as many as half of the unemployed workers of the country, and we have so confused the work and relief objectives of these programs as to lose a great part of their value. These facts would not be so appalling if needy people who cannot be aided by

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these special programs were certain that some underpinning program of general relief would help them. But there are sections of the country where public funds are not available for relief in any form. In others, the amounts available are so limited that the numbers who can be cared for are negligible.

In the course of our study we also asked the question: "If a needy person succeeds in being accepted for one or another of the public aid programs, are the payments large enough to permit him a decent standard of living?" When we used as a yardstick the Stecker emergency budget, we found that in 1940 only a part of the recipients of a few programs received payments in excess of this minimum and many payments fell far below it. The social insurance payments were in general the most nearly adequate, but even here payments in many areas or circumstances fell short, and in unemployment compensation the duration was so limited that a great many workers exhausted their benefit rights before finding a new job. The WPA security wage failed to assure the emergency level of living for a significant proportion of project workers. In all but a few states, the level of living permitted by special assistance payments was low. But the conditions revealed by the Committee's special study of general relief in 59 cities were worst of all. In two of these cities the general relief grant was less than one fifth of the amount necessary to purchase the emergency budget, and only six cities granted 80 percent or more of this amount. None gave 100 percent.

Perhaps the most discouraging revelations are the great variations in availability and adequacy of aid between the several regions of the country and between groups of recipients. In general, needy persons in the Southeast and Southwest, Negroes, and unsettled persons fare worst of all. It is also a striking fact that we have provided on the whole much better for our aged than for our children.

The Committee then sought to answer the question: why do so many needy persons fail to receive aid, and why are the payments in general so low and so varied as between groups of recipients? We found that one reason, of course, lies in the unexpectedly large volume of dependency which became apparent as our efforts to combat it increased. Another is the wide variation in wealth between the regions of our country, which have naturally led to great variations in the appropriations. These limited appropriations have had to be spread thin over as many cases as could possibly be handled, with the result that, where grants could be made at all, they were often appallingly low. But the low appropriations were not entirely due to financial stringency. It is undeniable that some communities have been unwilling to make proper provisions for dependency, and discrimination against certain groups is clearly evident. By and large, the country has assumed that people who could not qualify for special programs would be aided by a residual general relief program, but unfortunately that program has been the weakest in our whole system of public aid and the one for which adequate appropriations were least likely to be made.

It is evident that, although between 1932 and 1940, we spent over $26,000,000,000 and aided during some months as many as 28,000,000 individuals, we have far to go before we can say that there is real social security in the United States.

When we turned our attention in Part III of the Report to the financial and administrative problems involved in the attempt to provide freedom from want, we again encountered many problems as yet unsolved. The nation

Some Highlights from the NRPB Report

• The greater part of the public aid problem is thus in the last resort merely an extreme manifestation of the general problem of our failure to exploit to the full our productive resources, to achieve a more satisfactory distribution of incomes, and to make a more effective attack upon sickness and ill health.

• Prudence demands that public aid policy be postulated upon the probability of recurrence of need attributable to unemployment. It follows that planning for its occurrence must be viewed as a continuing and regular function of government to be performed by agencies with permanent status.

• We believe that the assurance of a decent minimum of economic security for all our citizens, regardless of place of residence, has become an essential prerequisite for the maintenance of a sense of national unity. The present emergency, by stressing the strategic significance of civilian morale and loyalty, reinforces all other considerations in support of this conclusion.

• The great security that the vast majority of our people look for is the opportunity to work at decent wages. If this opportunity were available for all, much of the need for socially provided income would be removed and many of the personal and social maladjustments attributable to idleness and a sense of difference from the rest of the community would disappear.

• Because the period between school-leaving and adulthood is decisive for the formation of both social attitudes and economic potentialities, society has a duty and an interest in making the most constructive use of these strategic years.

• Great importance must be attached to the social advantages of a system which minimizes the degree of official discretion in matters which closely affect the private life of the citizen . . . We believe that the vast majority of our people, including those at any time on relief, can be trusted to make the best use of whatever funds are given them and to manage their own lives in an intelligent and orderly manner.

• Permanent provision for adequate and orderly support must be as assured as the provision now made for education, roads, and other normal responsibilities of government.

• Only if public policies are based upon a broad measure of popular understanding and approval of the basic objectives, can there be any hope for stability of policy.

• Local interest and initiative, so important in the maintenance of the democratic tradition, are most likely to be fostered if accompanied by a real responsibility for, and participation in, policy formation and administration.

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has not succeeded in making sure that there will be adequate funds for the varied measures which seem appropriate to deal with the needs of various types of insecure people. In other words, the nation, even in 1940, was still treating the financing of social security programs as an emergency measure. We have not yet succeeded in so distributing federal aid in the states as to enable each state to meet need arising within its borders without throwing a disproportionately heavy burden upon state and local taxpayers. Nor have we succeeded in distributing federal funds among programs in a way that will lead to a balanced and socially desirable development of the individual programs. General relief is still the stepchild among all our security measures. We found that the financing of public aid programs has not yet been recognized as an important component of our entire fiscal policy and has not been properly integrated with the other fiscal policies of government. We still rely upon types of taxes which throw a relatively heavy burden upon the lowest income groups whose economic insecurity our public aid programs are aiming to reduce.

Part IV deals with administrative problems. The country has, and very properly, developed a series of diversified programs. But we have not yet avoided various types of overlapping between programs nor have we as yet solved the difficult problems of intergovernmental relationships that arise when several levels of government are involved in the administration of any one program. In particular, the position of the state welfare administrator is especially difficult because he must maintain relationships with a great variety of federal agencies which have not always adopted common policies in regard to matters of common concern, and he must also supervise the activities of an unwieldy number of local units.

FINALLY, the Report shows that the complicated administrative organization which results from our diversified programs and our federal system causes very real difficulties for the applicant for public aid and for the employer and other members of the public who must supply information and pay taxes. Applicants have no central point to which they can go to find out what services they are entitled to and they may well be confused by the numerous points of access to the various public aid programs. Further, they may be investigated by representatives of more than one agency. Employers are irritated by the numerous and uncoordinated requests for information from the many agencies administering public aid programs.

Our detailed factual study (the findings of which are summarized in Part IV) showed that much has yet to be done before the nation can feel satisfied that it has developed an economic and orderly system for assuring freedom from want. Our Committee made recommendations in regard to all the major shortcomings which the factual report revealed. But we were fully aware of the difficulties to be encountered before our goal is attained. Our method of approach was to formulate certain broad policies which we could work toward, even though we recognized that it might be several years before we could finally feel that the task was completed. We also formulated some general financial and administration principles and urged that their application to all programs would result in a more speedy approach to an orderly and well coordinated system of related measures. These policies and principles can be found in Chapter 17 of the report and have been reprinted in the pamphlet entitled "After the War—Toward Security." Finally, in Chapter 18 of the full report, we applied these policies and principles to existing programs and arrived at specific recommendations, in each instance giving our reasons for the changes we proposed.

Many *Survey* readers undoubtedly are familiar with the broad lines of policy which we recommended. Essentially, they involve a six-fold attack upon the problems of economic insecurity and unemployment.

First, we urged an intensification of all preventive and constructive measures. Much economic insecurity can be avoided by statesmanlike utilization of economic controls and fiscal policies on all levels of government. Much dependency would disappear if more attention were paid to rehabilitation programs and to the promotion of the health of our people.

Second, we urged that, for all those who have exhausted 26 weeks' unemployment benefits, public work should be provided. By public work we did not mean keeping a man busy on leaf-raking projects, after he has passed a means test. What we envisaged was a carefully planned and adequately financed program of public work on projects of sound usefulness, which would pay as nearly as possible prevailing rates of wages, and would in turn require full time hours of work and standards of efficiency similar to those prevailing in private industry.

Third, we recognized that special attention must be paid to the problems of youth. We envisaged not only maintenance grants to permit young people to continue at school up to the normal school-leaving age, but also grants to enable those who could profit by higher education to do so. At the same time, we recognized the need for special work programs for young people with the object of inculcating disciplines and familiarity with the use of tools which would permit our youth on attaining the age of twenty-one to compete effectively with other adults and to assume the full responsibilities of citizenship. We especially urged that the youth programs should pay attention to the health needs of young people.

Fourth, we recommended that so far as possible the need for income on the part of those who were too old or too young to work, who were sick, or who had lost their breadwinner, as well as those unemployed for less than 26 weeks, should be met by social insurance. We recognized that this extension of social insurance to cover all groups in the population and their dependents might not be attainable over night, but we made many specific proposals for changes in the existing insurance laws to provide more adequate benefits and, in the case of unemployment compensation, to provide benefits for a less limited period of time.

Fifth, we urged that there should be developed an adequate and acceptable system of general public assistance because we felt that this service is an essential underpinning to all other programs and because we had found that its absence had reacted unfavorably upon many of the other special programs. We drew attention to the fact that social insurance alone can never provide for the special circumstances of all needy families, although we may hope that, with the full development of the social insurance programs and of the work and youth programs that we have proposed, the numbers of people dependent on general public assistance ultimately will become relatively small. It should be emphasized that the public assistance system which we proposed differs radically from the general relief system that unfortunately prevails in all too many parts of the country today. Our recommendations were directed

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toward the development of a public social service which would not merely provide assistance based upon need under conditions which were not destructive of self-respect, but which would also place great emphasis upon rehabilitation and constructive activities.

This emphasis upon constructive social service brings me to our *sixth* recommendation: a progressive expansion of those social services which are vital to the health and welfare of the country. By no means all of the needs of the economically insecure and the low income population can or should be met by money payments. There are some services, prominent among them the educational and health services of the country, which in the national interest should be more readily available to all the people. Although it was outside the scope of our study to say precisely how these services should be expanded, we did make suggestions in regard to the social services which have in the past been developed as an integral part of some of our public aid programs. At numerous points we emphasized how much the need for public aid could be reduced by more adequate health and rehabilitation programs.

Space does not permit a detailed account of the financial and administrative recommendations. Some idea of the administrative arrangements we hope to see in the future can be briefly indicated. We should like to see in every community a central information office to which every person needing socially provided income, work, or services could come to discover what resources were available to him and how to go about obtaining them. We should further like to see the points of access to the various public aid and service programs considerably reduced. More specifically, we suggest that the public welfare office should become the central point of access to all programs where eligibility is in some way or other based upon need. Where financial aid is indicated, we should like to see all persons first of all accepted on a general assistance program and through this channel assigned to that special public assistance program for which they were found to be qualified.

On the other hand, we look forward to the day when the public employment services will become the central point of access in the community for all programs dealing with the employable population and for those social security benefits which are obtained as a right and regardless of any question of need. We see the employment service charged with the responsibility of referring workers not only to private employment but also to public work, special youth programs, or training programs. Referrals should be made, not on the basis of the worker's economic need but rather on the basis of his suitability for one type of work rather than another. Such a centralization of all our programs for employable workers would give us for the first time a comprehensive picture of the numbers of the unemployed and their characteristics, and it should become a responsibility of the employment service to estimate the character of the trends in the demand for labor in each area. If we had this information we could more intelligently plan our work and training programs so as to dovetail them into the changing demands of private employers for labor.

We recognized that the changes we propose will involve changes and developments within both the local welfare office and the employment service and we have made a number of specific recommendations for the strengthening of both these agencies.

Finally, we urged that more thought should be devoted to methods and techniques for enabling the ordinary citizen to know just what are the objectives of public policy and the strengths and weaknesses of the measures currently in operation. We also stressed the importance of bringing about greater citizen participation in policy formation and program operation wherever this is consistent with sound and impartial administration. Our suggestions for the formation of a representative national advisory body, for sounder bodies at the state level, as well as our discussion of the role of private welfare agencies, were all directed toward this end. Only if all our citizens and all agencies working in this field understand clearly and participate intelligently, in our common effort to provide security, can freedom from want become a reality rather than a vision.

Program for Action

By WILLIAM HABER

Chairman of the Committee on Long Range Work and Relief Policies

"Freedom from Want" has become more than a slogan vaguely associated with the Atlantic Charter or the War Aims of the United Nations. The battle against insecurity and destitution will never cease. In the postwar world it must become the major political cause of the democratic nations, and the campaign for security must be planned with the same thoroughness as we are now employing in the war against other enemies.

We know now that the institutions of modern production can provide a volume of goods and services which makes the goal of a "national minimum" practical and quickly realizable. We know also that the war against want calls for a national plan and a program of action on many fronts.

The Beveridge plan in Britain and the report of the Committee on Long Range Work and Relief Policies of the National Resources Planning Board in this country provide outlines for such a program of action.

In terms of a program the major conclusions of the National Resources Planning Board report can be stated in five propositions. These are:

Our economy must provide work for all who are able to work.

Continuity of income must be provided for individuals and families for whom there is no work or who cannot work.

The machinery of social insurance is best designed to provide the necessary income when employment in useful work fails.

National responsibility for a public assistance system for those who fall through the work and insurance net.

A high level of services in medical care, education, housing, and other community facilities must be considered an integral part of the social security structure.

These are realizable objectives. Very real progress towards these has already been made—particularly during the decade of the 30's. But the very structure of protection against want and insecurity will be endangered unless we strengthen the foundation and broaden the scope of the security program to meet the certain problems of postwar readjustment.

Reprints of this and the following article, and a preprint from May *Survey Midmonthly* of a related article by Beulah Amidon, are available in pamphlet form. Prices on page 127.

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Two American Security Plans

By Rilla Schroeder

CONGRESS has before it the Social Security Board's seventh annual report, which includes the Board's recommendations for the expansion and improvement of the present social security program.

These recommendations are similar to those of the National Resources Planning Board. Basically the two are in agreement. The fact that certain recommendations are omitted from one report, but included in the other is no indication of major differences between the agencies as to insurance and assistance.

Following is a comparison of the Social Security Board's report and the relevant portions of the much broader NRPB report, both of which merit careful study and thorough discussion by social workers, as well as by members of Congress.

Social Security Board	*National Resources Planning Board*
Old Age and Survivors Insurance	
1. Extend coverage to agricultural labor, domestic service, public employment, service for non-profit institutions, and self employment.	1. Extend coverage to all employable groups in the population and their dependents.
2. Protect insurance rights of workers covered by the program who have entered the armed forces.	2. Not specifically included in the report but urged in the annual report of NRPB.
3. Reduce retirement age for insured women workers from 65 to 60; for the wife of a retired worker, benefit payments to begin when she is 60 instead of 65; the same reduction for widows of insured workers now ineligible until 65; the wife of a beneficiary with children in her care to receive benefits irrespective of age.	3. No recommendations on these points, but the general principle is set forth that social insurance should be applied as widely as possible.
4. Remove anomalies and simplify administrative requirements.	4. Liberalize provisions especially through weighting of benefit formula still more in favor of low income persons and to remove anomalies and simplify administrative requirements.
Unemployment Insurance	
1. Simplification and unification of present federal-state system, by pooling state unemployment funds.	1. Same recommendations.
(a) to insure adequate out-of-work payments to workers in all states during postwar readjustment period.	(a) included in recommendations.
(b) remove existing inequalities as to eligibility and payments to unemployed workers due to differences in separate state laws.	(b) these objectives given as reason for recommending national system.
(c) eliminate tax inequalities as between competing employers in different states.	(c) recommends abolition of experience rating.
(d) reduce the number of tax returns and wage reports required of employers, since a single return and wage report would serve the purposes of both the unemployment and old age and survivors insurance programs.	(d) same recommendations in principle.
2. Extend duration of benefit payments and make it the same throughout the country.	2. Extend duration of benefit payments for 26 weeks for individuals unemployed that long; make it same throughout the country.
3. Extend coverage to employes of small firms (one or more persons on payroll) and other wage earners covered by old age and survivors insurance.	3. Same recommendations.
4. Provide additional benefits for workers with dependents.	4. Same recommendations.
Additional Insurance Protection	
1. Provide insurance for wage earners and their dependents against wage loss caused by disability, either permanent or temporary.	1. Same recommendations.
2. Provide insurance against hospital costs.	2. A general recommendation urging the federal government to take action immediately to foster the development of an adequate system of medical care, including hospitalization.

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3. Provide protection against the risks of sickness and disability in terms of preventing such catastrophes, insofar as possible, and restoring well-being in the households which experience them; utilizing services developed in conjunction with insurance and assistance programs and other community services, including the resources of governmental and voluntary agencies.	3. General recommendation is made that more emphasis be put on preventative measures—measures to prevent unemployment and to improve the health of the population.
Public Assistance	
1. Extend present programs (which cover only needy old people, dependent children, and the needy blind) to cover all needy not eligible for other assistance.	1. Development of a comprehensive and adequate general public assistance program to care for all persons not provided for by social insurance or the special public assistances.
2. Provide for variable grants of federal money to the states for general and special public assistance in amounts to be determined by the states' ability to share the costs.	2. Same recommendations.
3. Increase or remove the maximum limit of federal contributions for aid to dependent children.	3. Same recommendation. In addition it is recommended that payments be provided for mothers of dependent children.
4. Change eligibility provisions for aid to dependent children (now limited to children lacking a parent's support) to include a child dependent for any cause.	4. Calls for adequate general public assistance program, which would cover any dependent child not eligible for aid under other programs.

Using Volunteers with Clients

By GLADYS T. DANILOFF

Until recently on the staff of the Brooklyn Bureau of Charities

AFTER being around the place for years as odd-job man, the volunteer is being re-discovered by the professional worker. Today she is getting an opportunity to try her hand at really responsible tasks in the social agencies, which, ironically enough, were founded a generation or two ago by volunteers.

I shall not attempt to suggest here new outlets for volunteer usefulness, but to report how a volunteer group was used in direct contact with clients, a relationship about which the professional worker is particularly sensitive. The fact that this experiment was tried in a family service agency does not, I think, lessen its value for any other type of agency. Nor does the fact that it was concerned with Food Stamps, a federal project which, under war conditions, has been liquidated. The training and supervisory methods developed could be adapted by agencies in other fields, and applied to many other undertakings. What the professional worker gained from the volunteers' fresh reaction to the clients' problems gives the whole experience a deeper significance. After all—are we professional social workers trusting our volunteers far enough? Are we using to the full their awakened sympathies and imagination in helping to push out further the frontiers of social security?

It was in June 1942 that the Brooklyn Bureau of Charities decided to take over the responsibility for certifying marginal income families for federal Food Stamps. Other agencies had felt that they could not undertake this because of the cost of personnel. For several weeks we had been participating in the training of volunteers for the Office of Civilian Defense. The volunteers who had enrolled in these classes were well above the average in intelligence, educational background, and community interests. Their desire to serve their community at this time of crisis was sincere and strong. They were willing to devote hours to training for work, and a large slice of their free time to an honest-to-goodness task. To us, the Food Stamp Program, being a concrete service, seemed a "natural" for volunteers.

The volunteers expressed enthusiasm for the job as a "real" one and could hardly wait to plunge in. We felt, however, that there was too much at stake to risk operating on good intentions and enthusiasm alone. We even doubted whether the relationship of our project to the war effort would hold our volunteers unless we threw something else into the situation—namely, planning, organization, further training, and constant supervision. Although the volunteers were fresh from the preliminary OCD training course we stipulated that those who were accepted as workers on this project would have to have additional specific training for this job. This training course covered a period of two weeks, eight sessions in all, before we began the actual work of visiting in the homes in order to certify the families for Food Stamps.

IF any of the volunteers came with the idea that they could work on this project at odd moments when there was nothing more interesting to do, the idea was soon dispelled. We stressed the importance of the job and asked that each volunteer promise a certain amount of time regularly and, whenever possible, indicate the days on which she could be available. We took no one who could not provide the equivalent of a full day each week. A few of the prospective volunteers did not return after the initial explanatory interview. Some of their reactions were extremely interesting and significant, and presently we discovered that many of the volunteers actually working on the project had these same reactions which had to be handled with them later. Some of the women expressed frank fear of going into strange houses and meeting strange people on such a basis. Some felt that the job would prove too strenuous physically. A few felt that the work was not closely enough tied in with the war effort. On the whole, however, most of those who came to investigate the project stayed.

We started out with a group of nine. These women came regularly and enthusiastically to the training sessions.

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Only one dropped out before actual field work began and that was because of sudden illness in her family. The training course was planned to give the volunteers as much information as possible about the program, which was by no means a simple undertaking. A private agency certifying for federal Food Stamps had a triple responsibility, involving the applicant, the certifying agency and its relationship to the community and other agencies, and the federal government itself which made available the surplus food. Upon the basis of our investigation of resources, usually earned income, rested the family's eligibility for this important supplementation to an otherwise dangerously restricted diet. It was not a job to be done thoughtlessly or carelessly. There were many details and technicalities to be mastered and used constructively and dynamically rather than rigidly and negatively. The volunteers were exposed to this in all its intricacy in the very beginning on the theory that the more they knew about the job the more effective and responsible they could be. We tried to make them feel that they were an integral and necessary part of the undertaking, and this was no make-believe, because without them the project would not have been possible at that time.

WE found that we had two kinds of volunteers: those who felt very timid and inadequate to cope with the problems they feared the clients would present, and those who could see no reason for not talking to the client about anything that troubled him. This latter group wanted to do an over-all job and one or two complained that the Food Stamp Program was much too limited. They objected to the restrictions and limitations of the plan and had to be helped, by very concrete figures and material, to see that any program must have limitations if it is to be practical.

One almost universal reaction that we had to face in the beginning was the volunteers' absolute horror at the low relief budget figures. They felt certain that families could not possibly be fed on such small food budgets. Obviously, this feeling had to be met before the volunteers could be really helpful. We called in our home economist, who spent two sessions with the group. She broke down the relief budget into daily menus and actual market lists for the families, showing the volunteers who were almost all housewives themselves, just how it could be done. They responded with avid interest to the colorful charts on caloric values and vitamin content of various inexpensive foods, and their unanimous reaction was one of tremendous relief. We felt that this cooperation with the home economist served a double purpose. We wanted to provide the volunteers with a body of more or less expert knowledge which they might feel free to use with the client on a helping basis. Diet and nutrition seemed very much related to the job at hand, and a logical meeting ground for the client and volunteer, since the volunteers were not competent nor free to discuss other family problems.

We found that the two types of volunteer—the timid and the over-confident—differed also in their approach to a complicated family situation. The timid ones felt that they could not offer suggestions to the family about possible sources of help because it would be "intruding" on the family's privacy. The aggressive ones were inclined to barge in, and not only make suggestions but give the family what amounted to an old fashioned "talking-to"; point out things that were obviously wrong and indicate the solutions. We had to bring these two groups closer together in their thinking. One technique that proved to be interesting as well as instructive, was the impromptu dramatization of several "case stories." The leader of the project took the role of an applicant and different members of the group interviewed her. The roles were then reversed. The volunteers who were audience acted as critics, and there was free and pointed discussion. They began to get the feel of the thing, and by putting themselves into the client's situation, discovered for themselves what would be acceptable and helpful, as against the too timid or too aggressive approach.

Through the open discussions in the group we discovered that almost all the women had to overcome a very real physical fear of going into strange neighborhoods and strange houses. This was something beyond their natural psychological reaction to new situations and people. It was an educational experience to discover how sheltered these intelligent, active Brooklyn housewives had been. Particularly they expressed fear of Negroes. We did what we could to dissipate this fear which was based on ignorance and misinformation. One of the most gratifying results of three months work on the project was that every woman who visited in colored homes expressed delighted surprise at what she learned about her Negro neighbors. It was interesting, too, to discover that the volunteers, once they had overcome their fears, accepted the applicants unreservedly as people like themselves. There was no tendency to segregate the clients into a group apart. Without exception, these volunteers seemed motivated by the desire to understand and help. We saw no evidence of morbid curiosity and little tendency to judge.

When the training of volunteers was first proposed there was some anxiety expressed lest the volunteers think they "knew all about social work" or at least, a lot more than they really did. We did not find this to be true of our group. The more they learned, the more humble they became in their approach to their job. In individual conferences they would ask, "How would a real social worker have handled that?" They welcomed supervision and for the most part reserved opinions until they had discussed their reactions with the professional supervisor. We found them very receptive to our efforts to present the work of our own agency as well as others in the community. In this very active group we felt we were building up a reservoir of understanding and good will that would stand us in good stead on the occasions when we had to go before the community with an interpretation of our own program.

We have been asked whether we felt that the program was "worthwhile." The answer would be an unqualified affirmative. The bare statistics speak eloquently. An average of 125 families were served each month during the period of the project. The volunteers made an average of seventy-five home visits each month. This included the vacation months of July and August when one or more was always out of town. Six was the highest number we ever had working simultaneously.

Aside from this very real service to the community, the agency is certainly profiting by the good will created. The enthusiastic response of the volunteers to the agency was very stirring. However, there is another side to the situation, and one that might well prove more rewarding to us in the long run. While for the most part the volunteer's reactions to the agency program were positive, there were areas of doubt and question which should make us pause, reexamine our actual functions, and perhaps analyze our present trends.

One constantly recurring question posed by the volun-

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teers will point this up. "Why can't the BBC help that family out?" The volunteer had been into a home where everything was inadequate—room space, sanitary facilities, household equipment, clothing, and even food. The family had always been self-supporting on a very meager basis and had never been eligible for the benefits of Department of Welfare assistance, which supplements cash grants by food stamps, milk stamps, medical care, and other forms of help. The volunteer saw real need. An analysis of the situation showed that the working members of the family were earning up to their maximum capacity. There seemed little hope that the situation could be changed appreciably without continuous subsidy of the family. We explained carefully and thoughtfully to the volunteer why the private agency could not undertake this form of assistance. The one reason they could accept was actual lack of money on the part of the agency. Any attempt to interpret a philosophy of helping that limited assistance to the strong resourceful ones who could "use" it, met with dubious response. The volunteer could not forget the "need" she had seen with her own eyes. She wanted that family to have more of the comforts of life that would, she urged, make them happier and therefore better citizens of a democracy. She argued that the community did not want people to live under such circumstances. "Something ought to be done about it." Is it our job to do something about it, if not directly, then by working toward a broader program of public assistance that will not penalize the self-maintaining, self-respecting family that has always struggled to the limit of its inadequate capacities?

Certainly we would have help and backing from the volunteers who worked on this project. They gained first-hand knowledge of the community needs; they developed acutely sensitive social consciences. No one of them can ever question again the continuing need for private social work agencies or remark complacently that public relief meets all needs adequately. We have a feeling that they will not be satisfied to stop at knowledge of their neighbors' needs but will want to be more active in the future in promoting social legislation for human betterment. One volunteer summed it up: "I had calmly accepted the idea that some people, for reasons I was too careless to investigate, live in poor houses and suffer from malnutrition. I never realized how poor the housing could be nor what continuous struggle with want and insecurity went on just around the corner from my own comfortable home. I want to do my part in the future to prevent the conditions that make such struggle necessary."

Maternity Care for Service Men's Wives

By MARTHA M. ELIOT, M.D.
Associate Chief, Children's Bureau, U. S. Department of Labor

WHEN I met her, she was living in one room in a down-at-the-heel rooming house converted from an old fourth-rate hotel. The state maternal and child health nurse was taking me on a round of visits to wives of enlisted men stationed at Fort Lewis, near Tacoma, Wash. Mrs. Jensen was eighteen years old and came from one of the Dakotas. She was expecting her first baby in three months. She had been living in the rooming house for two months. What friends she had, lived in the same rooming house or others nearby. They were all wives of men in the service, most of them from farming communities in the Montana-Wyoming-Dakota area. They knew almost no one in town except their husbands and the public health nurse. But they had one bond in common—they all expected babies soon or else had just had babies.

Mrs. Jensen said she "got along" as far as living was concerned because her husband had arranged for an allotment of $30 from his pay. This covered the room rent, but she was short on food and couldn't buy milk. The nurse had arranged with the Red Cross to send her milk now—so things were better.

This was in April 1942, before the law providing family allowances for the dependents of enlisted men was enacted.

No wonder Mrs. Jensen welcomed my friend, the nurse, for she brought with her news that the plan for Mrs. Jensen's care at the hospital for her delivery had been completed and the cost would be borne by maternal and child health funds of the State Health Department. Mrs. Jensen had been to the prenatal clinic twice since the nurse had first found her, and the public health nurse was helping her plan for the baby. She had also been up to the hospital where she had talked over her problems with the medical social worker placed there by the State Maternal and Child Hygiene Division to help the wives of service men.

As we were leaving, I asked Mrs. Jensen why she didn't go home to the Dakota farm where her parents were. "And leave Carl while he waits to go heaven-knows-where?" There was no question in her mind about staying where she was.

Mrs. Jensen's situation was like dozens of other women's near Fort Lewis. The plan to give maternity care to wives of service men had grown out of a need recognized by the commanding officer at the Fort and translated into action by the state and local health departments under a plan for use of federal maternal and child health funds granted to the state under the Social Security act.

THE program, started in a small way in August, 1941, grew gradually. By March 1942 many state health officers knew about it and wanted to try to work out similar plans in their states. At the conference of state health officers with the U. S. Children's Bureau in March, a request was made to the Children's Bureau that part of the federal funds be set aside for this special type of project when the allotments were made for the fiscal year 1943.

By early February 1943, the plans of twenty-eight state health departments had been approved by the Children's Bureau to provide maternity care for wives of service men, and health supervision and medical care for the babies or for older children. The funds available have been far too limited to meet the enormous need. By March 1, eleven states had reported that funds were already exhausted.

But today, happily, the picture has changed. Realizing the urgent need to assist the state health departments to

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provide care for these young mothers, the Congress included in the First Deficiency Appropriation Bill for 1943 an appropriation of $1,200,000 for the remainder of the fiscal year 1943 to provide emergency maternity and infant care for the wives and infants of service men of the fourth, fifth, sixth, and seventh grades. This item in the bill received the unanimous support of both Houses of the Congress and on March 18, 1943 it received the approval of the President.

Under this measure maternity care and care of infants may be made available to the wife of a service man in any of the specified grades if application for such care is made by her or in her behalf. The program will be administered in general in accordance with the conditions laid down in Title V, part 1 of the Social Security Act and as part of the maternal and child health program of each state. It will, indeed, be a continuation in twenty-eight states of the program already under way. The funds appropriated will be expended largely for medical and hospital care. State administrative cost will be met by funds available under the pre-existing maternal and child health program.

How big is the problem?

AS the army grows in size, the number of wives and children of men in service who need medical and hospital care will increase. It is estimated that in a military force of 5,000,000 men about 1,000,000, or 20 percent, would be married. Analysis of birth records in thirty-one states for three months in the early summer of 1942 shows that, even then, for 3.2 percent of all births the father was in military service. It is estimated that at least 5 percent of births in 1943 will be to wives of men in the military service.

In peacetime, medical and hospital care for dependents of men in the armed forces is provided to a large extent by the army or navy, and Red Cross chapters assist in meeting other needs of families. With an army of some six or seven million men, however, the need for maternity care has already far exceeded the usual resources to meet it. The army can no longer provide its peacetime services, except in a few places.

The problem of providing care is now serious in many areas, especially near army posts. A great many of the wives of the service men are young, between sixteen and twenty years of age; many are pregnant for the first time. Scores of wives have followed their husbands to the army posts and as non-residents are not eligible for certain community services. During one month in the summer of 1942, Red Cross representatives at 240 army posts reported that 3,262 soldiers requested help in securing maternity care for their wives; 39 percent of these requests were for assistance in obtaining care for wives living near the post, 61 percent were for care of wives living in another state. In many of these home communities, public provision for maternity care or medical care of children is not available or is inadequate. In August 1942, the American Red Cross received reports from a 10 percent cross section of its chapters in 46 states that 2,601 soldiers' or sailors' wives had requested help in obtaining maternity care or care for sick children.

Six month's experience under the approved state health department plans shows a great and growing need. Because of limited funds, the state agencies have not been able to accept all applications for care. One state, for instance, which started its program in August 1942, had accepted 305 applications in two months, obligating all but a small portion of available funds almost before the program got well started. Since August 1941, those in charge of the project near Fort Lewis, Wash., have accepted 891 women for care. Incomplete reports from the states with approved plans show that already 3,409 applications for maternity care have been accepted. Eleven states have exhausted their funds and others have used almost all of them. Estimates received from the state health departments for the first six months of 1943 indicate that care will be needed by approximately 25,000 women and infants.

Maternity care is well known to be one medical service which is beyond the ability of very many families to meet unaided. Moreover, the provision of good maternity care should be a public service which no responsible nation can afford to neglect if it has concern for its future citizenry. England, Scotland, Sweden, Denmark, France, Soviet Russia, and other countries have long since learned this. In time of war the responsibility of the government to conserve the lives of mothers and children suddenly becomes obvious. History shows that during wars nations become aware of the need for legislative action to assure the future of their children.

Here in the United States we have no nationwide maternity scheme that would assure every mother proper care for herself and her infant. Relatively few localities make adequate provision for even the lowest income groups; none make complete provisions from government funds as do, for instance, Scotland and Sweden.

THE expanded program to provide maternity care for the wives of men in military service and medical care for their children will supplement the family allowances provided now under the Servicemen's Dependents Allowance Act of 1942 in a way that will mean much in terms of army morale as well as in terms of health and well-being for the mothers and children. Maternity care, including medical and hospital care at delivery and suitable medical and hospital care during pregnancy and after the baby is born, costs on the average $70 or $80 per case. Health supervision and medical care for the baby during the first year of life adds at least another $20, and medical care for older children still more. Clearly, an allowance of $50 a month for a woman expecting her first baby or $62 a month for a mother with one child, is not enough to permit payment for maternity care and medical care for the children.

Furthermore, for the young wife of a service man who has her baby far from home or whose husband is overseas, for the unmarried mother, for the mother who is without resources or friends when her child is sick, there will be needed the help and guidance of the social worker and public health nurse. All this cannot be provided in a hit-or-miss fashion. It calls for a well ordered and well organized nationwide plan under the jurisdiction of state agencies whose primary concern is health. Such a plan can now be developed.

Letters and reports have come to the Children's Bureau from doctors, nurses, social workers, and mothers describing vividly what even the small beginning program has already meant to many women scattered throughout the country. The expansion of this program made possible today by act of Congress indicates a wide recognition of the responsibility of the nation for the protection of the lives and well-being of mothers and children.

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Here in Washington . . .

By Rilla Schroeder

KEEP your fingers crossed on the House investigation of the Farm Security Administration. The FSA is in the hands of its enemies.

Chairman of the investigating committee is Harold Cooley of North Carolina ("Wooden Gun" Cooley), sponsor of the resolution authorizing the investigation. Mr. Cooley is darkly suspicious of FSA. He feels that "some of its projects border on the line of being communistic." Other members of the committee are Flannagan of Virginia, Zimmerman of Missouri, Pace of Georgia, Hope of Kansas, Johnson of Illinois, and Rizley of Oklahoma. All six were mute the day the Cooley resolution came up on the floor of the House.

Friends of FSA rallied to its support, however, and Burdick of North Dakota made the sour suggestion that someone (he offered to do it himself) introduce a resolution to investigate investigating committees. "As far as investigating Congress goes," he said, "I think the voters will do that in time."

The resolution was FSA's second blow in a week. Earlier a House Appropriation subcommittee voted to take control of farm labor from its hands and to prohibit all minimum wage and housing standards for farm workers. Under the subcommittee's proposal, all such control would be transferred to the Agricultural Extension Service. The subcommittee acted on a resolution introduced by Cannon of Missouri to head off an Administration bill giving FSA continued control. The Administration bill already had been approved, with an appropriation cut from $65,000,000 to $26,000,000, but the full committee sent it back for reconsideration. Having reconsidered, the subcommittee approved the Cannon resolution.

If the resolution receives House approval, it will wreck the Administration's program for importing farm workers from Mexico. The Mexican government has an agreement with Washington on wage and housing standards and, if this agreement is disregarded, it will think twice before it permits its workers to cross the border. Both the Mexican government and Mexican workers have dark memories of promises made in the past and broken. FSA's minimum standards assured the workers $3 a day and sanitary housing.

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THE SUPREME COURT HAS DECLARED unconstitutional the attempt of two Texas cities to prevent the street distribution of literature by the Jehovah's Witness sect.

In the Dallas case, Mrs. Ella Jamison *v.* the State of Texas, the Court ruled that the city had no authority to control the "communication of ideas" on its streets. Control of traffic to insure the safety and convenience of the traveling public, yes. But ideas, no.

Ruled the Court, "One who is rightfully on a street which the state has left open to the public carries with him there as elsewhere the constitutional right to express his views in an orderly fashion."

The city's contention that the Witness handbills carried book advertisements and, therefore, came under the ordinance prohibiting the scattering of advertising matter, was rejected.

In the second case (Paris, Texas, was the town in question), the Court rejected an ordinance prohibiting the solicitation, without the approval of the mayor, of orders for books on the city streets. "Dissemination of ideas," said the Court, "depends upon the approval of the distributor by the official. This is administrative censorship in an extreme form. It abridges the freedom of religion, of the press and of speech guaranteed by the Fourteenth Amendment."

The Court has heard argument in the flag salute case from West Virginia. Again Jehovah's Witnesses are expected to establish their point, and the earlier decision of the Supreme Court, it is believed, will be reversed.

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WHEN THE LA FOLLETTE REHABILITATION bill came up on the Senate floor so many substitutes were offered that its sponsor asked that it be returned to the calendar without a vote. The Senate agreed and immediately passed the Clark-Walsh bill for veteran rehabilitation. Senator La Follette has introduced Title II of S.180 (the section dealing with civilian rehabilitation) as a separate bill, but even he admits it has small chance of success this session of Congress.

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TWO SECTIONS OF THE FIRST DEFICIENCY bill, eliminated by the House Appropriations Committee, have been introduced as separate bills by Senator Hayden of Arizona.

S.875 provides for the High School Victory Corps, giving the Office of Education authority to carry on the program. It will be recalled that Education's request for $3,182,000 for this purpose was denied by Appropriations.

S.876, the "day care" bill, authorizes an appropriation of $2.884,000 for the remainder of the fiscal year and not more than $10,000,000 for any fiscal year thereafter. Control is given the Office of Defense Health and Welfare Services. State and local participation will be on the same basis as the Lanham act.

The Senate restored the U. S. Children's Bureau item in the first deficiency bill for maternity and infant care for the wives and children of enlisted men. (See page 113.)

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THE HOUSE COMMITTEE ON LABOR IS holding hearings on the vexing problem of absenteeism. Chairman Norton of the Labor Committee has before the Rules Committee a resolution authorizing her committee to make a "full and complete investigation of all labor conditions and labor and employer practices which affect or may affect the progress of the war production program."

Ill since Christmas, Mrs. Norton only recently returned to Washington. She found a House hostile to her committee on its labor record and busily by-passing it by referring labor bills to other and less friendly (to labor) committees—judiciary and naval affairs, for example.

Her answer was her resolution, H.R. 148, and the hearing on absenteeism. The hearing is general, and no legislation is being considered. Some legislation may develop, however.

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VOORHIS OF CALIFORNIA HAS DROPPED in the House hopper a bill providing a two hundred million dollar appropriation for educational facilities in areas affected by the war effort.

The bill would set up a five man national board of apportionment under the Office of Education. The money is to be expended for the education and well-being of children of school age. The "well - being" would include school lunches. Five million dollars is earmarked for institutions of higher education. A revolutionary (for some states) bit in the bill is the $1,500 set as the basic salary for teachers.

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OF THE TWENTY-SIX REPUBLICAN MEMbers of the House pledging their support to the collective security program of Senators Hatch, Hill, Ball, and Burton, two are women—Representatives Winifred Stanley of New York and Clare Boothe Luce of Connecticut. All of the twenty-six are new members and, as "rookies," their signatures to a proclamation *not* bearing the name of their House Leader, Martin of Massachusetts, amounted practically to treason in the eyes of the veterans.

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The Common Welfare

"Toward the Promise of the Future"

THE American people, and their representatives in Congress, now have before them the report of the National Resources Planning Board. It is an unprecedented document, in objective, in range, and in courage. For the first time, this nation at war has at hand an analysis of some major postwar problems and a detailed program for dealing with them.

The report is in two parts. One part, which is directed to the security of the individual and the family, is of immediate concern to social workers, and to all agencies, public and private, dealing with assistance, social insurance, health and medical care. This part of the report defines the American problem of need, in its acute and its long range aspects, and analyzes existing programs for dealing with it. Here we can see for the first time the picture of national want as a whole, and the uneven and inadequate fabric we have patched together to cover it. On the basis of this study, the report presents in detail a plan for social security, integrating long range work and relief policies, social insurance, medical care and public health, educational and training opportunities for youth. The financing of the measure of security which the report fixes as a minimum standard of living below which no American—adult or child—shall be allowed to fall is divided between the state and federal governments, with the individual sharing in the costs of the insurances. The final responsibility would rest with the federal government. *Survey Midmonthly* is privileged to carry (page 106) a clear and telling interpretation of this portion of the report by Eveline Burns, director of research of the NRPB's Committee on Long Range Work and Relief Policies.

The need to extend and strengthen social insurance and assistance in this country is also put before Congress in the annual report of the Social Security Board. This report includes detailed proposals for broadening the coverage of the Social Security Act to bring in groups now excluded, to liberalize insurance benefits, to unify administration, to provide more adequate assistance for dependent children, and to give aid to "all needy persons who are not eligible for other assistance."

The Social Security Board sees a more adequate security program as essential if the country is to meet "critical unemployment problems that will come with the demobilization of war workers and service men"; to combat inflation "by withdrawing purchasing power during the war"; and to give the wage earner "his full money's worth in social security."

Within their common area, the two reports have many points of agreement. An informed Washington writer (page 110) places the major provisions side by side, bringing out similarities and differences between the proposals of the Social Security Board and the comparable sections of the broader report.

THE PORTION OF THE NRPB REPORT HAVING TO DO WITH postwar economic structure is less easily dramatized and so far has received less attention in news columns and from editorial writers and commentators. This section has as its text, "we shall not be content this time to give each man $60 in cash and a ticket home." It deals with the national economy in terms of demobilization—demobilization of men, industry, and government controls. Among its outstanding proposals are: a dismissal wage for soldiers and for war industry workers; government supervision of the change-over from war to civilian production; opening up of new channels of investment; temporary retention of many economic controls in the postwar period, including control over the flow of raw materials, priorities on construction, rationing of consumer goods, government holding of enemy aliens' property and also patents; rigid enforcement of labor standards and collective bargaining measures; government grants for converting plants and equipment; loans to small enterprises in need of capital; a large scale public works program, involving the development of natural resources, modernizing and "streamlining" the transportation system, and federal housing projects.

IT GOES WITHOUT SAYING THAT THE PLAN WILL DRAW attack. Critics from the Right and the Left already are vocal, condemning it on the one hand as "socialistic," and on the other, as "not going far enough."

The section dealing with individual security will be opposed chiefly by three powerful groups: the private insurance companies, which already are attacking the Beveridge plan in Great Britain; medical societies, fearful of "the socialization of medicine"; church and local school authorities, protesting "the federal control of education." The part of the report which deals with the economic structure may be expected to draw the concentrated fire of those sections of the business world which are jealous for the *status quo*.

NONE OF THESE GROUPS, IN ATTACKING THE WHOLE CONcept of postwar planning, and this bold and intelligent plan in particular, speaks for the men in uniform. There are many reasons why the legend should spread and grow that the returning soldiers will care about nothing but getting back to normalcy and a piece of blueberry pie. But reports from training camps and battlefronts make clear that the young Americans in the armed services are not looking ahead in these terms. According to polls conducted by the Division of Special Services, our soldiers are primarily and by an overwhelming majority interested in two things: What are the war aims of the United States? Will we find jobs when we come home?

THE RESPONSIBILITY FOR UNDERSTANDING AND WISE DEcision posed by the NRPB report was put before us all by President Roosevelt when he transmitted the document to Congress:

> We can all agree on our objectives and in our common determination that work, fair play, and social security after the war is won must be firmly established for the people of the U. S. A.
>
> Men in the armed forces and all those engaged in the war

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effort rightly expect us to be considering their future welfare.

We fight today for security for our nation and at the same time we can endeavor to give our citizens and their families security against attacks from without, and against fear of economic distress in old age, in poverty, sickness, involuntary unemployment, and accidental injuries. We need to look forward to the accomplishment of these objectives—world peace, democratic society, and a dynamic economy.

Because of their basic importance to our national welfare during the war and after the war, it is my earnest hope that the Congress will give these matters full consideration during this session. We must not return to the inequities, insecurity and fears of the past, but ought to move forward toward the promise of the future.

Danger

A THREAT to the quality of administration in New York State's mental hospitals suddenly loomed last month in the state legislature when ten days before scheduled adjournment a bill was introduced that would eliminate professional qualifications for the position of state commissioner of mental hygiene. Present requirements are that the state mental hygiene commissioner be a physician who has had at least ten years of medical practice and five years of experience in the care and treatment of the mentally ill in hospitals. The bill which would drop professional specifications without substituting others, apparently with the view of having the position filled by a "businessman," provides for the appointment by the commissioner of a fully qualified medical director. The State Charities Aid Association which is actively opposing the measure has pointed to the difficulties such a director might have in persuading a lay commissioner bent on "economy" to carry out a psychiatrist's ideas of what is needed.

Also fighting enactment of the bill is the National Committee for Mental Hygiene whose director, Dr. George S. Stevenson, has called it a fallacy to assume that "the lack of scientific qualifications of a responsible head assures economy or any other positive values." Both organizations maintain that under the present system New York State has built up standards of care for its mentally ill which are among the highest in the country. In an open letter to Governor Dewey, Dr. William L. Russell, prominent psychiatrist who was for many years on the staff of the New York State Hospital Service, has warned that no matter what the motives of its sponsors, enactment of the bill would be interpreted throughout the country as "an invasion of political interests into the administration of the department." At this writing the bill has passed both houses and awaits the governor's signature.

Medical Planning

A "NATIONAL Conference on Planning for War and Postwar Medical Services," was held March fifteenth in New York. Nominally under the auspices of the Finlay Institute of the Americas, the actual sponsors were the American Medical Association and four national associations of manufacturers of drugs, surgical instruments, and appliances.

Several distinguished scientists pointed out the dangers facing the world from tropical diseases carried by plane, by troop movements, and the migrations of populations. There were inconclusive papers on the problems of medical personnel and scientific research, and a forceful presentation of the danger that the experience of World War I will be repeated, when great surplus stores of medicines, instruments, health supplies, and appliances released by the army and navy went on the market at low prices.

The only address that dealt with planning was given at the evening session by Dr. Morris Fishbein, editor of the *Journal of the American Medical Association.*

Dr. Fishbein declared that the problems of housing and physician shortage in war industry areas are being met without governmental compulsion. He referred to the suggestions of the National Resources Planning Board as to voluntary health insurance and group medical practice, holding that they are "certainly not officially opposed by American medicine, so far as I know." He cited the Beveridge Report and its "state medicine" set-up, in contrast to the NRPB plan for the cooperation of government with the profession in "various experiments" to provide more adequate medical care. He maintained that a "single planning body" for medicine is needed at once. Dr. Fishbein emphasized his belief in the appropriateness of this meeting of physicians and drug manufacturers, because the proper disposal of postwar stocks of medicines and health supplies calls for control and planning.

Prior to the conference the Physicians' Forum, an organization of several hundred physicians in New York, issued a statement asking why industry, labor, rural, welfare, and governmental bodies having a major stake in medical services, were not represented in the conference sponsorship or on its program, and questioning the tie-up of physicians with the drug and surgical supply trades. Similarly critical was *The New York Times,* which also pointed to the absence of representation from the great universities, the American Association of Medical Colleges, and the nursing associations. Said *The Times*: "When large public health organizations and the public itself are ignored, we can expect no more than what actually happened."

And So On . . .

IN spite of, if not actually because of, food shortages, health in Great Britain seems to have been improving since the war. During 1942 the deathrate was the second lowest in British history while the birthrate was the highest in ten years. Recently in presenting statistics which showed declines in most diseases during the past year, Sir Wilson Jameson, chief British medical officer, pointed out that the one black spot on the record was venereal disease, which is estimated to have risen 100 percent since 1939. • • Last month at LaGuardia Field in New York, the Loyalty Committee of Victims of Nazi-Fascist Oppression presented a fighter plane to the U. S. Army Air Force. The plane, which was purchased from contributions from more than 16,000 immigrants, was dedicated as a symbol of their "devotion and gratitude to America." • • A safety program, a program of health and medical supervision, and a plan for labor-management cooperation "to penalize that small group of workers who are shirking their responsibility," were urged as a three-pronged drive on absenteeism by Dr. J. J. Wittmer, personnel director of Consolidated Edison, at last month's fourteenth annual convention and exposition of the Greater New York Safety Council. • • As of February 20, 1943, a total of 2,925 men had received prison sentences for violation of some phase of the Selective Service Act. Of these, 1,775 were still in prison on that date, among them 975 conscientious objectors, including 525 Jehovah's Witnesses. *The Reporter* estimates the total number of C.O.'s "sentenced to prison in this war as approximately 1,275."

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The Social Front

War and Welfare

A NEW APPEAL to President Roosevelt on behalf of hungry children in Europe is reported by Howard E. Kershner, director of the International Commission for the Assistance of Child Refugees. Mr. Kershner, who was associated with child feeding in France and has just reached this country after two months in England, where he gave eyewitness accounts of conditions on the continent, stated in press interviews in Washington that the children can be helped "*without in any way* giving aid to Axis economy." He added: "None of the food which we have bought from Asia, Africa, and Central Europe to feed 100,000 French children during the past two years was taken by the Germans, and the fact that this food was brought into France has not enabled the Germans to take away any more French food." His proposal is for the shipment of small quantities of food for the children of France, Belgium, the Netherlands, and Norway under adequate guarantees and International Red Cross supervision.

Relief Rolls—Reflecting a current trend in public assistance, Pennsylvania reports a continued downward movement in relief rolls. Statistics for the month of February, released last month, disclosed a net decrease of 3,560 cases in the state's total assistance load. Reductions occurred in all types of assistance. At the end of the month, 173,130 cases, representing 289,941 persons, were being cared for under the four categories of aid administered by the Department of Public Assistance and the county boards, much the largest number being old age assistance recipients. As in previous months, the major factor in the decline was the direct effect of employment in private industry.

War Prisoners—Letters may be sent to prisoners of war through the ordinary mail as soon as the next of kin is officially notified of capture, the American Red Cross states, in reply to scores of inquiries. After the information has been transmitted to the next of kin, the Prisoner of War Information Bureau sends them exact information on how to address the prisoner's mail. The Red Cross warns that letters should be brief and purely personal, with no mention of war, politics, shipping, war production, or civilian defense. To avoid delay in foreign censorship offices, letters should be typewritten or printed in block capitals. The first of a fleet of "mercy ships," carrying a cargo of food parcels and other gifts for American prisoners of war in Axis countries sailed from Philadelphia last month, and will proceed directly to Marseilles under a safe conduct from both groups of belligerents. According to a recent statement by Dr. Marc Peter, delegate to the United States from the International Red Cross Committee, and formerly Swiss Minister to this country, the Central Agency for Prisoners in Geneva has had a tremendous growth. It now has a staff of 5,000 workers, many of them volunteers. In all World War I, it handled 8,000,000 pieces of mail. From the outbreak of the present war to December 30, 1942, the total was 39,000,000. In addition, the agency is handling a large volume of cable, radio, and telegraph dispatches concerning prisoners of war.

Handicapped War Workers—Work at rope tying for army tent manufacturers is providing employment for unskilled blind workers in Kansas City, Mo., where the project originated, and at Dallas, Tex., Miami, Fla., and Minneapolis, Minn. In Kansas City, the work is now a major war industry of the local Association for the Blind, with a total of eighty-one employes divided into three groups, each with a sighted supervisor. The workers are guaranteed a minimum wage of $11.25 for a forty-hour week. Many earn substantially more. The work is done for various tent manufacturers under subcontracts, and the operations include splicing, knotting foot ropes, whipping lace lines, and so on. All the ropes are cut to size, delivered and picked up by the manufacturers. Operations include employment for both men and women.

In the workrooms of the Brooklyn Association for Improving the Condition of the Poor, 347 Adams Street, Brooklyn, N. Y., three hundred physically handicapped men and women are producing equipment for the army and navy. Last year they turned out over a million pounds of mops, deck swabs and yacht mops; over four million pillow cases; and 85,000 pairs of uniform trousers. By their war work, these handicapped people earned more than $319,000 last year.

For Service Men's Wives— Maternity care for the wives of service men is a new wartime program of the Illinois Department of Public Health. On a basis of need, care will be provided not to exceed a cost of $50 for hospitalization, and a maximum of $35 for complete prenatal, confinement, and after delivery medical service, at the expense of the state. If acute illness makes it necessary, the program also provides three weeks' medical care not to exceed $20 for service men's infants under one year of age. Candidates who believe themselves eligible for this service are directed to apply through their physicians. (See page 113.)

Concerning Children

PROGRESS made in eliminating industrial homework under the Fair Labor Standards Act, and with it, in eliminating flagrant child labor violations, is outlined in an article by Golda Stander in a recent issue of *The Child,* publication of the U. S. Children's Bureau. The article points out that, because of the difficulties involved in making child labor inspections in homework, children often were employed for long hours, at night, or at an illegally early age in order to increase meager homework earnings, or to finish work in the time stipulated by the employer. During the past year, with certain exceptions, the giving out of homework has been prohibited in many of the principal homework industries by wage orders under the Fair Labor Standards Act. The writer sees the need for further federal action in industries in which homework now persists, and for state action to prevent the development of intrastate homework industries, but feels that "it can hopefully be concluded that at long last child labor in industrial homework is on the way out."

Day Care—The scale on which England is providing day care for children of preschool age is indicated in a recent report in *The New York Times* from one of its London correspondents. Four different types of care are provided: whole time nurseries, open fifteen to twenty-four hours a day, care for some 50,000 children up to five-years of age. About 200 part time nurseries, normally open only during school hours and not over weekends, care for about 7,000 children. For mothers who want care for small children only for a few hours a day, 360 play centers have accommodations for 22,000 children, but provide no meals. Finally, some 950 nursery and pre-elementary classes for children between the ages of two and five have been provided in the elementary schools. In some communities, these classes run beyond the regular school hours. Britain's war nurseries are

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under the joint sponsorship of the Ministry of Health and the Ministry of Education, which divide the expenses. Only a small part of the costs is met by the parents of the children, who pay a shilling for each day a child spends in the nursery.

The program of the Philadelphia Committee for Day Care of Children calls for the establishment of approximately fifteen day care centers for fifty children each. Care for a maximum of eleven hours a day will be given to children two to twelve years of age six days a week. The centers are to be located within reasonable walking distance of the children's homes and schools. An operating committee, appointed by the council of defense, consists of representatives of public and private groups and organizations, with an executive committee empowered to act for and report to the larger body. Alice T. Dashiell, formerly executive secretary of the Franklin Day Nursery, has been appointed administrator, to be assisted by a counselor and casework supervisor and a research director and statistician.

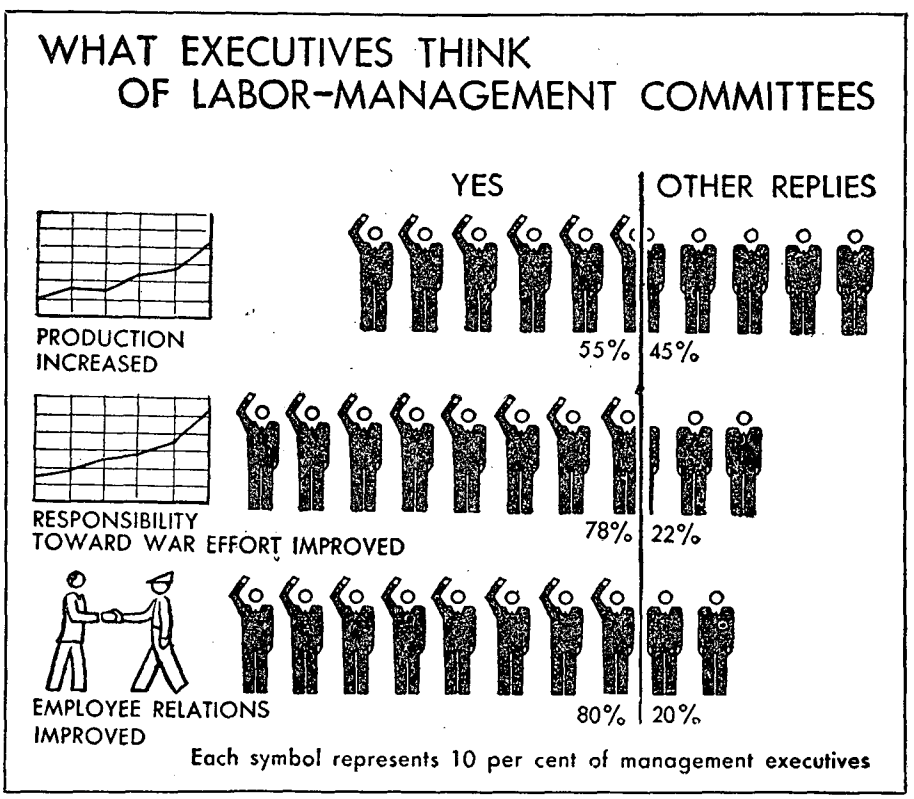
The New York State War Council has approved a $15,000,000 program for the care of children of women workers in war industry. One third of the cost will be borne by the state, the balance divided between the local community and the parents using the child care centers. The plan, which was accepted on March 11, was so drawn that if federal funds are made available under the Lanham act, or through any other agency, the state's share of the cost will be reduced to the full extent of the grants from Washington. Applications for state aid will be filed by local war councils, but may be made on behalf of religious, charitable, fraternal or community groups seeking to establish child care centers. Projects to be conducted in the public schools will be investigated, passed upon, and supervised by the State Education Department. The other child care centers will come under the jurisdiction of the Social Welfare Department. It is planned to have child care centers open sixty-five to seventy hours a week, only during the daytime. Costs under the program are estimated at $275 a year for each child between two and five years of age, and $100 a year for each over five.

Ohio Recommendations — Steps to strengthen the state's protection of its children have been outlined by the Ohio Children's Code Commission, and submitted to the state legislature. This nonsalaried commission was appointed in the fall of 1941, charged with the responsibility of reviewing the child welfare legislation of Ohio and making recommendations to the legislature as to needed changes. The recommendations are concerned with child placing and adoptions, illegitimacy and maternity homes, child labor and education, foster homes and child welfare organizations, handicapped and maladjusted children, dependency, delinquency, state and county administration. Bills embodying the proposals will be introduced in the current session of the legislature. Copies of the report may be secured from the commission, Oak and Ninth Streets, Columbus, Ohio.

Information Centers— In New York City, the Mayor's Committee on Wartime Care of Children has opened three centers for information and counseling to working mothers, or mothers considering employment in war industry. The committee was appointed by the New York State War Council to develop resources for the care of children of working mothers, and to help mothers plan for their children. The information centers are open six days a week from 9 a. m. to 5 p. m., and also are open two nights a week. Three additional centers, in other sections of Greater New York, are planned. The staff of the centers is prepared to give information on all community resources for child care, including day nurseries, nursery schools, and recreational facilities.

Delayed Birth Registration — The California legislature has added a new chapter to the Health and Safety Code providing for delayed birth registration at low cost. Hitherto, it was impossible to obtain a birth certificate in the state unless the certificate had been filed within one year after the birth, except through an action in superior court to establish the fact of birth. The procedure was slow and expensive. The new measure substitutes a simple and speedy filing of application and supporting affidavits with the state or local registrar of births and the issuance of a "delayed certificate" at a total cost of $4 to the applicant. Forms and application blanks are in preparation and the new law will be in operation soon.

In Print—The "Under Fives," a survey of wartime projects for the care of small children conducted by the British Save the Children Fund in cooperation with the Save the Children Federation, U.S.A., is available in mimeographed form from the latter agency, 1 Madison Avenue, New York. Compiled by Elsa Barnouw, the federation's counselor on nursery education, it has sections on the residen-



How efficiently men work depends on morale more than on any other factor, according to "Workers and Bosses Are Human: Collective Bargaining at Work," by T. R. Carskadon, a Public Affairs Pamphlet summarizing three major studies in this field. Morale, these studies show, depends on a real sense of "participating" and "accomplishing." Among means found most helpful to this end, Mr. Carskadon cites the 1,900 labor-management committees set up in war plants between April 1942 and January 1943. In a survey which sampled executives of 181 plants employing 405,634 workers, 80 percent testified to the general success of this "new relationship between labor and management which is called industrial democracy and which requires the interest of the workers in the company's welfare." Public Affairs Pamphlet No. 76. Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.

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tial nursery, the Henry J. Allen Day Nursery giving day care to children of working mothers, and the "night shift" nurseries. . . . A report on the camp seminar held at George Williams College March 13-15, 1942, "Camping and the Community," is published by the Association Press, 347 Madison Avenue, New York, price $1. . . . The final report on the White House Conference on Children in a Democracy, a 392-page paper bound volume, is available from the superintendent of documents, Washington, D. C. Price, 65 cents.

The Public's Health

PRE-MARITAL examination laws to guard against the transmission of venereal diseases, which were proposed this year in seven of the twenty-two states lacking this protection, have been enacted by Wyoming and Idaho. Wyoming since 1921 has had a law requiring the man only to produce a physician's certificate of freedom from venereal disease in a communicable stage before he can obtain a marriage license. The new law requires both the man and the woman to produce such a certificate, secured within thirty days of application for the license. Similar marriage health bills are pending in Arizona, Arkansas, Delaware, Missouri, and Nebraska. Proposals for pre-natal examination laws to prevent infection of unborn children are pending in several states, including Arizona, Kansas, and Nebraska.

Supply of Doctors—There is no critical shortage of practicing physicians in New York State as a whole, or in the individual counties as a whole, according to a recent survey. The survey was summarized in a paper on wartime health problems by Dr. V. A. VanVolkenburgh, assistant state health commissioner, at the annual Farm and Home Week at Cornell University last month. On an estimated population basis, exclusive of persons in institutions, only nine out of fifty-four counties for which information is available have less than one physician per 1,500 population. In no instance was the ratio less than one physician to 2,000 population. The War Manpower Commission considers the ratio of one physician to 3,000 population a critical shortage. Dr. VanVolkenburgh stated, however, that parts of seventeen counties are beginning to feel a definite shortage of doctors. The survey revealed that the staffs of public health departments have been depleted to a considerable degree. Approximately 22 percent of state employed public health physicians and full time city and county health department physicians under forty-five years of age are now in the armed services. Adjustments through commissioning physicians in areas where a shortage threatens, and the relocation of physicians in the state on a voluntary basis are being handled by the state office of procurement and assignment.

Negro Tb Rates—The Federation of Colored Women's Clubs calls attention to a recent report on tuberculosis death-rates, released by the National Tuberculosis Association. These figures show that among the 2,204,756 Negroes living in eighteen American cities which have large Negro populations, 4,482 died of tuberculosis in the year 1941. The resultant deathrate of 203 per 100,000, compared with the 1940 rate of 199 shows an increase of 2 percent. During the same period, the tuberculosis death-rate among all residents of large American cities declined 0.3 percent, while the rate of white residents declined 1.2 percent. The highest tuberculosis deathrate for Negroes among the eighteen cities was Cleveland, Ohio, with 297 per 100,000.

"Health Bombs"—A new device which exterminates disease carrying insects is being used to protect American fighting men in tropical jungles from malaria and yellow fever. The new weapon is an insecticide dispenser that discharges a mist fatal to disease-spreading flies, mosquitoes, and roaches, but harmless to human beings. The "health bombs" will be discharged frequently in tents and barracks in the tropics, and in the cabin of every plane, military or civilian, that takes off from a tropical base. Each bomb is loaded with one pound of a liquid insecticide developed by Dr. Lyle D. Goodhue of the Department of Agriculture. In the twelve to fourteen minutes required for complete discharge, one bomb will fumigate 150,000 cubic feet of space, but the spray can be turned on and off as needed. For example, only three seconds are required to fumigate a pup tent.

Treatment Centers—Lanham Act funds to be used for venereal disease quarantine centers have been approved for eight states, the Canal Zone, and the Virgin Islands. Equipped for treating women infected with venereal disease, the centers will provide medical care designed to cure early syphilis and gonorrhea. Treatment in most cases will take about a week, with four or five weeks for observation and medical supervision. In addition to treatment, the centers will afford some form of vocational guidance. Efforts will be made to secure employment for the patients on their release and, where feasible, some vocational training may be provided during the observation period.

Doctor-Detectives—A special "detective force" of six dermatologists and one chemist is tracking down causes of skin disease in government owned and private arsenals and war plants. Before the Public Health Service's DI (Dermatoses Investigation Section) went to work, almost 15 percent of the workers handling explosives in these plants suffered from some form of industrial dermatitis. The DI experts unearth the causes of infection, and also prescribe preventive measures. Finally they train plant doctors in recognizing the first signs of occupational skin irritations, and in eliminating causes, and they also educate plant managers and personnel directors in skin disease prevention. Protective clothing or ointments, frequent changes of clothing, supervised showers, and better ventilation are the usual measures required to check or prevent industrial skin irritations, DI experience indicates.

Record and Report—"Venereal Disease Control as Part of the War Effort," a summary in outline form by Herman Goodman, M. D., is published by the Medical Lay Press, 18 East 89 Street, New York. . . . "The Proceedings of the Health for Victory Conference," held in Detroit in December, are published by the Health Council of Metropolitan Detroit, 51 West Warren Ave., Detroit, Mich.

Nurses and Nursing

OVER 85 percent of the 62,000 nurses enrolled in the Red Cross Nursing Service returned their annual questionnaires to national headquarters before March 1, according to a recent announcement from the Washington office. Nearly 12 percent of the nurses who filled out the blanks listed themselves as available for war service with the Army or Navy Nurse Corps, and their names are being placed on the Red Cross War Reserve. This year questionnaires were not sent to nurses in service. Thus the information obtained concerns only nurses on the home front, and puts them on record in case they wish to go into service, or to serve in an emergency. Over fifty volunteers gave from four to twenty hours a week to handling the 50,000 returned questionnaires.

Nurses' Salaries—A study of the salaries paid to 26,520 general staff nurses throughout the country was made by the department of studies of the National League of Nursing Education in cooperation with the American Nurses' Association in the fall of 1942. A summary of the findings is published in *The American Journal of Nursing* for March. In comparison with the last such study, made in 1935, the summary reveals the trend toward cash salaries in this professional group, with partial or no maintenance provided. In 1942, 42 percent of the general staff nurses received full maintenance, 45 percent partial, and 13 percent no maintenance, as compared with 65,

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28, and 4 percent seven years earlier. The median cash salary with full maintenance (room, board and laundry) was shown by the 1942 study to be $981. The lowest median salary ($798) is in Tennessee and the highest ("more than $1,200") in California. Nine percent of the general staff nurses last year received less than $800 with full maintenance; 60 percent from $900 to $1,099; 20 percent got $1,100 or more. The nurses who receive partial maintenance, the study shows, receive median salaries of $1,144, or $163 more than the median salary for nurses on full maintenance. Of this group, 44 percent receive $1,200 or more. In thirty-three states, hospitals report that some nurses are receiving their total remuneration in cash. Nearly 45 percent of all staff nurses in this group are in the Pacific states, and 28 percent are in the East North Central states. The annual cash salary of 86 percent of all nurses in this group is $1,200 or more. In fifteen states, all the nurses who do not receive any maintenance get that much salary, though in Pennsylvania none receives that amount, only 22 percent in Massachusetts, and in Minnesota, 40 percent. Provision for salary increase was reported by 758 hospitals, 80 percent of those answering the question.

New Age Limits—The age limit for nurses for army duty has been raised officially from forty to forty-five years. On the day the change was announced, forty-four applicants between the ages of forty and forty-five who had applied to the New York Chapter of the Red Cross were transferred from the second reserve to the first reserve. The new age limit is expected to produce a similar increase in the first reserve in most communities. Classes of nurses for whom the army has special need at this time are stated to be those with operating room experience and those with training and experience as anaesthetists.

Home Nursing—The annual report of the American National Red Cross includes a section on the organization's home nursing program. The objectives of the program for 1942 were: to provide instruction for as large a proportion of the population as possible, with special attention to overcrowded defense areas; and "to adapt the program to the health needs of the individual class members and of the community." The Red Cross set as its goal for the year to reach 500,000 people with its home nursing courses, and on the basis of the female population between the ages of fourteen and sixty-four, set state quotas. The report lists twenty states that have reached their quotas, many by a notable margin—Maine, 323 percent; Nevada, 302 percent; Wyoming, 204 percent; Oregon, 155 percent. Red Cross nursing staffs in the various regions have been organizing conferences lasting one to five days to improve teaching methods. An effort is being made to increase the distribution of the textbook on Red Cross home nursing among people not able to attend the classes.

In Print—The Committee on Professional Education of the American Public Health Association, 1790 Broadway, New York, publishes "Recommended Qualifications for Public Health Nursing Personnel, 1940-1945." The pamphlet is a reprint from the *American Journal of Public Health*. . . . For free distribution by the Joint Orthopedic Nursing Advisory Service, 1790 Broadway, New York, is an 80-page pamphlet, "Orthopedic Conditions at Birth: Nursing Responsibilities." The pamphlet was written by Jessie L. Stevenson, R.N., consultant in orthopedic nursing, National Organization for Public Health Nursing.

Against Crime

A PROGRAM for improving treatment and increasing prevention of delinquency has been submitted to Governor Harry F. Kelly by the Michigan Child Guidance Institute. A foreword points out that between 3,600 and 5,800 boys and girls under seventeen are brought into Michigan's 83 Juvenile Courts each year as delinquents. At least 22,000 additional children are handled annually by probation officers, policemen, and sheriffs' deputies outside of court. The state's delinquency bill amounts to more than $1,100,000 a year. The report points to the increase in delinquency characteristic of a war period. "In the present crisis this tendency is appearing first in war production centers and in communities near army, naval, or air camps. The first to show the disorganizing effects of wartime are teen-age girls and the children of war-job mothers." Among the steps recommended by the institute is an amendment to the state constitution giving probate courts original jurisdiction over parents and other persons who contribute to the delinquency, neglect, or dependency of a child who is a ward of the court. The report comments: "It is notorious that parental inadequacy is a major contributing factor in child delinquency. . . . Indirect action through justice and circuit courts, as at present, is slow, uncertain, and in practice largely ineffective. The probate courts themselves should have the power to protect the interests of children confided to their care." The institute also recommends generous expansion of probation facilities for juveniles, development of foster homes for problem children, establishment of a state child welfare council, and of county child welfare boards.

Charity Racket—Another victory in the campaign of New York City's Department of Welfare to free the city of "fake charity rackets," was chalked up when the Appellate Division confirmed an earlier judgment of a trial court in vacating the certificate of incorporation of the Volunteer Rescue Army, Inc., and annulling its existence. The organization was found not to be of a bona fide religious nature, and to practice illicit solicitation. Its branch chapters in Detroit and Milwaukee are reported to be under investigation in those cities. In a press statement commenting on the case, Leo Arnstein, commissioner of welfare, said: "The Department of Welfare has worked for the past eight years to free New York City of all fake charity rackets and especially those organizations . . . which had incorporated under the Religious Corporations Law in order to evade governmental supervision. . . . The decision annulling the corporate existence of the Volunteer Rescue Army, Inc., has established a precedent which the Department of Welfare and the attorney general's office will use in the future in prosecuting questionable organizations incorporated under the Religious Corporations Law."

Report to the Legislature—The full use of prison manpower and facilities in the war effort was recommended by the Prison Association of New York in its ninety-eighth annual report to the legislature. The report cites the situation at Sing Sing, where it recently was found that "the knit shop is operating at one third of capacity, the shoe shop at 75 percent, the glove shop at 45 percent. The sheet metal shop is practically shut down. . . ." It points out that war orders "are available for prisons," and that there is "no impediment in federal law to the procurement of war materials by the federal government either from federal or state prisons." The report defined ten other major problems requiring immediate consideration, among them: amendment of the correction law to "permit greater flexibility of determination of fitness for parole"; adoption of an "all-inclusive plan of treatment of the young offender"; full restoration of professional services, including psychiatric, psychological, and others.

Chicago Trends—A marked change in the race and religion of Chicago juvenile delinquents is noted in the annual report of the church federation worker at the Cook County court and detention home, as summarized in *The Christian Century*. While 51 percent of the children going through this court are Protestant in background, only 30 percent have a church preference, and practically none have an active church relationship. Before 1940, about one third of the juvenile delinquents were Negroes,

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though that race makes up only 10 percent of the city's population. Since Pearl Harbor, delinquency among white girls has sharply increased, while that among Negroes is declining. The average age of delinquent girls has dropped from seventeen in 1936 to fourteen in 1942. In the same period, their average school attainment has risen. The report ascribes the increase in juvenile delinquency to irreligious homes, employment of mothers in war industry, lack of constructive community relationships.

Yearbook—Social Defenses Against Crime, the 1942 Yearbook of the National Probation Association, edited by Marjorie Bell, is now available. (346 pp. Price, paper bound, $1.25 from the association, 1790 Broadway, New York.) It is made up of papers given at the New Orleans conference of the association, and includes current opinion on the treatment and prevention of delinquency and crime. There are sections on Crime and the Community, Delinquency in Wartime, Scope and Place of the Juvenile Court, Services for the Unadjusted Child, Administration of Adult Services, Staff Training, and a legal digest.

In Print—The Department of Public Welfare, Springfield, Ill., publishes the Proceedings of the Eleventh Annual Conference on Delinquency Prevention, sponsored by the Division of Delinquency Prevention, in cooperation with the Big Brothers and Sisters Association of Illinois.

Professional

A SHORTAGE of manpower in social work in New York City is revealed in the report of the personnel inquiry conducted by the New York City chapter of the American Association of Social Workers among a small sampling of representative agencies. The report finds that the shortage is likely to increase rather than decrease. It also concludes that this trend may be less marked in New York City than in some other communities, partly because of the presence there of two schools of social work. The report, as summarized in *Better Times,* points out that "manpower shortage for other than social work positions, notably clerical help, will increasingly affect social agency services and may require drastic changes in agency procedures."

The twenty-six agencies participating in the inquiry reported that between July 1, 1942 and January 1, 1943, a statistical total of 211.5 staff members had resigned. Of these resignations, 87.5 were to take other social work jobs, 10 to take jobs in other fields, and 36 to enter the armed services. The reasons for the remaining 78 resignations included further study, illness, joining husbands in the service, caring for children. Nineteen of the 26 agencies stated they had not had to lower requirements for professional education for the beginning worker.

Merit Examinations— The personnel board of the state of Washington announces merit system examinations for a number of social work positions having no residence requirements. These include visitor, senior visitor, children's workers, case work supervisor, senior case work supervisor, medical social worker. Applications for all positions are available from the board, 1209 Smith Tower, Seattle, Wash. No closing dates for filing are announced.

Personnel Conference— The Institute of Women's Professional Relations is calling together college deans and personnel officers from all over the country for a Washington Conference April 9 and 10 to discuss war and postwar demands for trained personnel. The meetings, to be held at the Mayflower Hotel, will be addressed by educators, industrialists, labor leaders, and public officials, and problems of recruiting, training, absenteeism, and so on will be related particularly to plans for the higher education of women.

Recreation Institute— Thirty-two organizations, educational, religious, civic, and social, participated in a seven-week Recreation Institute recently held in Buffalo, under the joint auspices of the Buffalo Council of Social Agencies and the Buffalo War Council. Because of manpower shortage, at a time of increased need for organized recreational programs, Buffalo agencies find themselves increasingly dependent upon volunteers. The institute was arranged to recruit, select, and train this volunteer help. The institute enrolled 154 men and women, representing almost equally college students, professional men and women, businessmen and housewives. Of these, 103 completed the institute, with classes meeting once a week for three hours over a two-month period. The program included discussion groups, demonstrations, workshops and study of a forty-eight page mimeographed manual containing a bibliography and descriptions of games and crafts taught in the institute. All who registered for the institute agreed to give volunteer service to an agency carrying on leisure time activities. Placement was made by a committee of the Office of Civilian Mobilization. At the request of institute members, an intensive course is being planned in the philosophy and principles of group leadership.

Health Conference—The executive board of the American Public Health Association announces that the organization will sponsor a three-day wartime public health conference in New York City on October 12, 13, and 14, 1943. The seventy-second annual business meeting of the association will be held in connection with it. The conference program will be devoted to wartime emergency problems as they affect public health and the public health profession. New York City was selected as the meeting place because more than 40 percent of the membership is concentrated in that area. The radio will be used as extensively as possible to bring the benefits of the conference to health workers in other regions.

Training Offered— Louisiana's Department of Public Welfare will finance the training of selected staff members and other social workers for its child welfare division. Candidates selected for training must agree to remain with the child welfare division for at least one year after completing training. Each candidate is given an allowance of $75 a month and may choose his own school.

Public Health Economics — A two weeks' institute for training in the organization and management of prepayment plans of various types will open on May 10 at the School of Public Health, University of Michigan, Ann Arbor, Mich. The course is made possible by a grant of the Rockefeller Foundation given through the Committee on Research in Medical Economics. An advisory committee represents hospital, medical, cooperative, rural, and other types of health service plans. Students may live on the campus at moderate rates. The university charges a registration fee of $5. Individuals interested in the course and agencies which might send staff members can obtain information about admission requirements, curriculum, expenses, and so on, by writing Prof. Nathan Sinai, Dr. P.H., at the School of Public Health.

People and Things

THE Right Rev. Msgr. Bryan J. McEntegart has been named head of the War Relief Services, recently established by the National Catholic Welfare Conference. The new agency will aid in postwar reconstruction, and is separate from the Bishops' War Emergency and Relief Committee, which provides current relief. The two immediate aims of the War Relief Services were thus defined by the Most Rev. Edward Mooney, Archbishop of Detroit and chairman of the administrative board of the conference: "First, it will seek a more extensive coordination of the resources and skills of Catholic organizations and agencies of mercy throughout the nation. Secondly, it will provide a ready link with Catholic agencies abroad, a tie that is expected to prove most helpful in the dispensing of postwar assistance."

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Msgr. McEntegart, national secretary of the Catholic Near East Welfare Federation, for twenty-one years was director of the division of children of the Catholic Charities of the Archdiocese of New York. He has been president of the New York State Conference of Social Work, and of the National Conference of Catholic Charities.

Changes— Howard Russell, former secretary of the Pennsylvania Department of Public Assistance, is now with the American Public Welfare Association as acting executive director, in the absence of Fred K. Hoehler in North Africa. The new Secretary of Public Assistance in Pennsylvania is Samuel Y. Ramage III, of Oil City. Mr. Ramage is a newcomer in the public welfare field. . . . Richard S. Bachman, administrative assistant of the Council of Social Agencies of Detroit, Mich., is now secretary of the Council of Social Agencies in Columbus, Ohio, succeeding John Hall, who has gone to Allentown, Pa., as community chest executive. . . . Mrs. Margaret Lighty, former welfare consultant for the Junior League of New York City has been appointed to the staff of the department of public interest of the Community Service Society. She will head the agency's volunteer bureau, and will have charge of liaison operations involved in placing volunteers among social and war agencies. . . . Gilbert Hunsinger, recently with the United Seamen's Service, is now the assistant secretary of the Newark, N. J. Welfare Federation and of the Welfare Council. . . . Mrs. Marie Hanna has resigned as director of St. Mark's Community House, San Antonio, Tex. Mrs. Elsie Clinton, the assistant director, will supervise the work of the House, in cooperation with a special committee of the board. . . . Colonel Julia O. Flikke, superintendent of the Army Nurse Corps, will retire soon because of ill health. Lieut. Col. Florence H. Blanchfield, first assistant superintendent, has been appointed her successor, effective June 1. The new superintendent graduated from the school of nursing of the South Side Hospital, Pittsburgh, and took postgraduate training at Johns Hopkins Hospital. In World War I, she served in the Army Nurse Corps at Base Hospital No. 27 and in other units of the Medical Corps in France. After the war, the nursing duties to which she was detailed included two assignments in the Philippines and one in China. She was assigned to the Office of the Surgeon General of the Army in 1935.

Special Missions—Dr. Alain Locke, a contributing editor of *The Survey* magazines and editor of the notable special issue of *Survey Graphic*, "Color: Unfinished Business of Democracy," leaves by air early this month for Haiti. Dr. Locke has leave of absence from Howard University, where he is professor of philosophy, to lecture in Haiti on the contribution of the Negro to the culture of the Americas. His trip is under the joint auspices of the Committee on Inter-American Artistic and Intellectual Relations and the Haitian Ministry of Education. While in Haiti, Dr. Locke will be attached to the faculty of the newly founded School of Ethnology. He expects to return early in July.

Dr. Daniel A. Poling of Philadelphia, president of the World's Christian Endeavor Union, has undertaken an overseas mission of indefinite length and unannounced destinations. His first activities will be in the United Kingdom, as guest speaker of the British Ministry of Information.

War Jobs— Ernest F. Witte, director of the Graduate School of Social Work, University of Washington, is now Major Witte of the School of Military Government, University of Virginia. . . . Raleigh C. Hobson, superintendent of the social service bureau of the Richmond, Va., Department of Public Welfare, last month reported for active duty as lieutenant (j.g.) in the U. S. Naval Reserve. . . . The Office of Defense Health and Welfare Services has named as chairman of its subcommittee on nursing Marion W. Sheahan, director of the division of public health nursing of the New York State Department of Health. It has also enlisted the aid, as information consultant, of Jean Henderson, public relations consultant of the Florida Department of Health.

Deaths

DR. HELENE STOECKER, in New York, at the age of seventy-four. Dr. Stoecker, a feminist leader, editor and writer in Germany, was driven from her native land by the Nazis in 1933, and reached the United States in 1941. She was one of the first women students to enter a German university, and also studied at the Universities of Glasgow and Berne. Founder and editor of *The New Generation,* which she published from 1905 until 1933, Dr. Stoecker was internationally known for her efforts to improve the status of motherhood. She was a delegate to many international peace conferences.

MRS. ADAH B. THOMS SMITH, in New York, at the age of eighty. A graduate of the Lincoln Hospital School of Nursing in 1900, Mrs. Smith returned to serve as surgical head nurse, then as acting superintendent of nurses until her retirement in 1922. Her major interest was education, and it was she who said, "No doors are closed to the colored nurse who bears the key of adequate preparation."

More About the NIB

TO THE EDITOR: Guy Emery Shipler, editor of *The Churchman,* says in your March issue that I have said I want him to make "definite, precise accusations" against the National Information Bureau.

He conveniently suppresses half of my request. I asked for "definite, precise accusations, which interested persons can examine on precise and definite grounds." As evidence that he has provided what I asked for, Mr. Shipler offers three sentences from his original editorial, of which one will suffice as an illustration: "Thus, false and misleading statements have been released to the membership of the NIB without the knowledge of the organizations maligned." He says that if accusations of this sort aren't "definite, precise charges," he doesn't know what words mean. They are not charges "which interested persons can examine on precise and definite grounds," and Mr. Shipler has drawn his own conclusion.

If to ask for such charges is to ask for a Hitlerized America, then I join Mr. Shipler in not knowing what words mean. And if an editor and a churchman can see no difference between what I actually said and what he represents me as having said, or between the kind of charge he has made and the kind of charge I have asked for, I do not wonder that he is at odds with an organization that collects and disseminates facts.

New York ROBERT P. LANE

TO THE EDITOR: I am grateful for your courtesy in sending to me a copy of the letter from Robert P. Lane and for your invitation to me to reply.

I suggest that the statements made in *The Churchman* editorial under discussion, and by three leaders of national church organizations quoted in part in my letter constitute sufficient evidence to justify—in fact, make imperative—a thorough-going objective and unprejudiced study of the National Information Bureau.

I shall be happy to join others, be they critics or defenders of the NIB, in endeavoring to constitute such an independent investigating body to collect full information from various quarters. It would have the purpose of attempting to remedy the present situation, along the lines constructively suggested in The *Churchman* editorial—suggestions which, incidentally, Mr. Lane has neglected to mention in either of his letters.

Under such circumstances I should be glad to submit in detail the evidence on which the original editorial was based and which could not possibly be presented either in available editorial space of *The Churchman* or in the letter columns of *Survey Midmonthly.*

GUY EMERY SHIPLER

Editor, The Churchman

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THE PAMPHLET SHELF

Professional Aids

HOUSING HANDBOOK FOR SOCIAL WORKERS. Prepared by the Caseworkers' Committee on Housing, Family Service Section, Welfare Council of New York City. 18 pp. Price 25 cents, from the Council, 44 East 23 Street, New York.

Fingertip information on housing to aid caseworkers in rendering effective service to clients.

SALARIES AND QUALIFICATIONS OF CHILD WELFARE WORKERS IN 1941, by Ralph G. Hurlin. 27 pp. Price 25 cents, from the Russell Sage Foundation, 130 East 22 Street, New York.

A study of 203 member and affiliate agencies of the Child Welfare League of America on salary tendencies and personnel characteristics.

THE AMERICAN FAMILY: THE PROBLEMS OF FAMILY RELATIONS FACING AMERICAN YOUTH, by Ernest W. Burgess and Joseph C. Baumgartner. 56 pp.
AGRICULTURE: TEACHING YOUTH ABOUT THE PROBLEMS OF THE FARMER AND RURAL AMERICA, by Chris L. Christensen, Noble Clark, and Royce H. Knapp. 52 pp.
CRIME: THE CAUSES AND EXTENT OF CRIMINAL BEHAVIOR, ITS PREVENTION AND TREATMENT, by Thorsten Sellin and Paul R. Busey. 64 pp.
Price 30 cents each, from the National Education Association, 1201 Sixteenth Street, N.W., Washington, D. C.

Three resource units of the "Problems in American Life" series, prepared for secondary teachers by the National Association of Secondary School Principals and the National Council for the Social Studies.

Recreation

PROCEEDINGS OF THE WAR RECREATION CONGRESS. 230 pp. Price $1, from the National Recreation Association, 315 Fourth Avenue, New York.

Addresses and papers of the Twenty-seventh National Recreation Congress at Cincinnati last fall.

PARTIES PLUS: FUN FOR THREESOMES, by Ethel Bowers. 62 pp. Price 50 cents, from the National Recreation Association, 315 Fourth Avenue, New York.

A description of over forty social activities: folk and musical games; country dances; song contests.

Social Programs

CASH ALLOWANCES FOR THE FAMILIES AND DEPENDENTS OF SOLDIERS, SAILORS AND MARINES, by Otto E. Pfeiffenberger, LL.D. 60 pp. Price 50 cents, from the William Frederick Press, 313 West 35 Street, New York.

An explanation, with tables and examples, of the Servicemen's Dependents Allowance Act of 1942.

WORK RELIEF EXPERIENCE IN THE UNITED STATES, by John Charnow. 141 pp. Price 50 cents, from the Social Science Research Council, 726 Jackson Place, N.W., Washington, D. C.

A clear picture of the work relief program under four main divisions: Eligibility, Wage Policy, Projects, and Preservation of Employability. Included is an extensive bibliography.

TOWARD MORE SOCIAL SECURITY, by Marietta Stevenson. Price 15 cents, from the Council for Social Action of the Congregational Christian Churches, 289 Fourth Avenue, New York.

A review and appraisal of the Social Security Act, with a consideration of its future development.

Youth

SAFEGUARD THEIR FUTURE: A RATIONAL APPROACH TO THE PROBLEMS OF JUVENILE DELINQUENCY IN WARTIME. 40 pp. Illustrated. Price 10 cents, from the Teachers Union, 13 Astor Place, New York.

A quick glance at the causes of delinquency, and the functions of teachers and schools in meeting the problem.

APPRENTICE TRAINING FOR AMERICA'S YOUTH. 12 pp.
THE NATIONAL APPRENTICESHIP PROGRAM. 8 pp.
Free, from War Manpower Commission Apprentice-Training Service, Washington, D. C.

The first pamphlet stresses the training of youths sixteen and seventeen years old to carry on the work of selectees. The second gives a summary of apprentice training in the United States.

Food

WARTIME RATIONING AND CONSUMPTION. Compiled by Economic Intelligence Service of the League of Nations. Macmillan. 87 pp. Price $1, from Columbia University Press, New York.

A study of rationing, how it operates, what it accomplishes, and why it is necessary in total war.

FOOD: THE LITTLE FARMER, THE WAR, AND THE FUTURE, by Courtenay Dinwiddie. 12 pp. Price 10 cents, from the National Child Labor Committee, 419 Fourth Avenue, New York.

Report on the services of the Farm Security Administration to the low income farmer.

VITAMIN VALUES OF FOODS IN TERMS OF COMMON MEASURES, by Elizabeth M. Hewston and Rosemary L. Marsh. Miscellaneous Publication No. 505. 29 pp. Available from the U. S. Department of Agriculture, Washington, D. C.

Tables of vitamin content of raw, cooked, and processed foods — from almonds to youngberries.

Economics

DO WE WANT A FEDERAL SALES TAX? by Charles O. Hardy. 47 pp.
COLLAPSE OR BOOM AT THE END OF THE WAR? by Harold G. Moulton and Karl T. Schlotterbeck. 40 pp.
Price 25 cents each, from The Brookings Institution, Washington, D. C.

The first pamphlet presents the case for a federal retail sales tax as a wartime emergency measure. An addendum suggests alternative ways of restricting consumer expenditures. The second analyzes business trends following former wars as a guide to the present postwar outlook.

TECHNOLOGY AND THE ECONOMICS OF TOTAL WAR, by Lyman Chalkley. 24 pp. Price 25 cents, from the American Council on Public Affairs, 2153 Florida Avenue, Washington, D. C.

Explains the reevaluation of our scientific discoveries for adaptation to war-produced needs.

ECONOMIC POLICY AND DEMOCRACY, by Michael A. Heilperin. 40 pp. Price 25 cents, from the University of Chicago Press, 5750 Ellis Avenue, Chicago.

Discusses the relation between political democracy and the economic system, the difference between liberal and collectivist economy, and sets up three groups of policies applicable in a democratic society: anti-monopoly, monetary, and social.

Postwar Planning

THE AMERICAS AND THE POSTWAR WORLD, by Florence Brewer Boeckel. 12 pp. Price 25 cents, from the Peoples Mandate Committee for Inter-American Peace and Cooperation, Hay-Adams House, Washington, D. C.

A summary of current postwar plans national and international.

COERCION OF STATES: IN FEDERAL UNIONS, by Harrop Freeman and Theodore Paullin. 68 pp. Price 25 cents, from the Pacifist Research Bureau, 1201 Chestnut Street, Philadelphia.

An examination of the use of coercion in federated states, with an estimate of its success, written from the pacifist point of view.

BRITISH LABOR ON RECONSTRUCTION IN WAR AND PEACE. REPORT OF THE NATIONAL COMMITTEE OF THE BRITISH LABOUR PARTY, with a preface by Harry W. Laidler and a summary of the Beveridge Plan. 40 pp. Price 15 cents, from the League for Industrial Democracy, 112 East 19 Street, New York.

The British Labour Party program on the problems of reconstruction, including Indian self-government, and the objectives of peace.

AFTER THE WAR? by Maxwell S. Stewart. 32 pp.
HOW CAN WE PAY FOR THE WAR? by Maxwell S. Stewart. 24 pp.
Price 10 cents each, from the Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

The first is an outline of problems of postwar planning and reconstruction, covering both the domestic and international scene. Concerns of the domestic field are jobs, nutrition, health, recreation, security; and in the world sphere, maintenance of peace and world economic well-being. The second is a discussion of wartime financial policies.

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Book Reviews

The Importance of Children

INFANT AND CHILD IN THE CULTURE OF TODAY—A GUIDANCE OF DEVELOPMENT, by Arnold Gesell, M.D., and Frances L. Ilg, M.D. in collaboration with Janet Learned and Louise B. Ames. Harper. 399 pp. Price $4, postpaid by Survey Associates, Inc.

IN a world that is chiefly focused on destroying itself, it is encouraging and hope inspiring to come upon a book which is so seriously concerned about the importance of young children and their growing into the kinds of people who will be less intent on destroying each other, and more intent on living together zestfully and with understanding.

Dr. Gesell and his collaborators have achieved a monumental task in presenting the young child from birth through the sixth year with almost microscopic observations. They have made the process of growth seem one of the most dramatic and dynamic movements existing in the world today. The unending magic of physical growth and its expression in behavior are presented vividly. "Physical growth is a modeling process which produces changes of form, and at the same time preserves a basic constancy of form." The infant "comes into his increasing powers primarily through intrinsic growth forces which change the inmost architecture of his nervous system." And these "intrinsic growth forces" are demonstrated with almost motion picture clarity and detail in descriptions of infant and young child behavior which reveal the laborious process of growing and learning. "The beginning of wisdom in the rearing of children is a realistic recognition of the growth factors which shape his conduct, and the acknowledgment that every child has a unique pattern of growth."

The clash between "maturation" and "acculturation" is presented with insight and authority. The authors call it the child's "double inheritance"—his own innate process of growth, and the social heritage of culture into which he must somehow fit.

The struggle of the child to bring "self demands" and "cultural demands" into mutual accordance is a problem which parents and teachers need to be aware of. In the past—and not too distant past—we have tended to ignore or underrate the "self demands." The authors assure us that we cannot do this if we are to meet the growth needs of our young. The infant "is in closer league with Mother Nature than he is with the contemporary culture." We need to respect the wisdom of his body needs. "The child must do his own growing." We are also assured that being perceptive of; and sensitive to the child's needs does not result in overindulgence but in greater comfort and security and satisfaction for both mother and child.

The descriptions of "behavior profiles" and "behavior days" of children from four weeks to five years of age are rich in reassuring descriptions of what can be expected from specific age levels, as well as many practical suggestions for handling the ever-changing designs of growing as expressed in behavior. Sleeping, eating, elimination, play, bathing, dressing, are described in detail, what to expect and what to do. The reader is constantly assured that behavior which seems troublesome or annoying or bewildering is often a normal part of growing up, a developmental stage that must be lived through, and that needs to be understood rather than condemned or deplored.

This is a very wise book, combining basic facts of growth with specific suggestions for guiding this exciting process. It is almost encyclopedic in scope, and yet it is simple and uncomplicated. I wish that every mother who leaves the hospital with a newborn child—a living creature to watch and learn from and guide—could have this book with her.

The Nursery School EVELYN BEYER
Sarah Lawrence College

Training Needed

EDUCATION FOR THE PUBLIC SERVICES, A REPORT OF THE STUDY COMMITTEE, AMERICAN ASSOCIATION OF SCHOOLS OF SOCIAL WORK. Preface by Robert T. Lansdale. University of North Carolina Press. 324 pp. Price $3, postpaid by Survey Associates, Inc.

THIS volume is the report of a study of the training required by those administering certain services established by the federal Social Security Act. The study, financed by the Rockefeller Foundation, was directed by a special committee under the auspices of the American Association of Schools of Social Work. Field visits were made in eleven states and the District of Columbia and included numerous interviews with operating personnel at all levels. Literature pertaining to the subject was also reviewed.

The major portion of the report is devoted to the personnel needs in the public assistances, child welfare, unemployment compensation, employment, and old age insurance services. An appendix contains brief supplemental information regarding personnel in numerous other public social services.

A summary of the report and the committee's recommendations, in Chapter II, is preceded by a brief chapter dealing with the nature and significance of the public social services in a democracy. One of the most significant and perhaps most controversial conclusions is the report of an imperative need among the personnel in all of the services studied for a basic understanding of the individual being served in order to avoid the former mistakes in the administration of poor laws and workmen's compensation. This understanding, according to the committee, " . . . is the result of special preparation and special study of individual behavior and its relation to environmental conditioning." Corollary to this conclusion is the identification of the common need at the operating, supervisory, and administrative levels to exercise discretion which arises from similar knowledge and skills. Such a finding implies, of course, a basic core of training common to the personnel in all of these services.

There are many other significant findings and recommendations which should serve as guides to the schools in the development of their educational programs. It is to be hoped that present emergencies facing the schools and the field will not preclude giving the report the serious consideration that it merits. In one sense its publication at this time may serve the schools in an unexpected way. It suggests standards of training which under pressure of the moment the schools may be tempted to abandon hastily without weighing the consequences against possible momentary gains.

The study committee's recommendation that the findings should be discussed by local groups is essential if they are to have any ultimate influence on practice. It is probably unnecessary to add that this report should be in the hands of the personnel in all the services concerned and that for the most part it will be up to the social workers to see that it gets there.

MAJOR ERNEST F. WITTE
School of Military Government
Charlottesville, Va.

Canada's Social Services

SOCIAL SECURITY AND RECONSTRUCTION IN CANADA, by HARRY M. CASSIDY. Bruce Humphries. 197 pp. Price $2.50, postpaid by Survey Associates, Inc.

DR. CASSIDY brings an unusual armory to discussion of his subject—academic training in Canadian and United States universities, with high scholastic attainment, combatant service with the Canadian Artillery in the first World War, successful teaching in his own and his adopted country; and practical experience as provincial welfare director in British Columbia.

One of Canada's dangers now, in a federal state of peculiarly emergent diversities, is a hue and cry for a Beveridge plan, without due appreciation of the immaturity of the Canadian social services generally, the absence of any operative social insurance until 1941, and the challenge of reconciliation of function and finance in a tripartite state. The

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most essential element of all is tragically absent from most thinking and nearly all discussion. "Unless," writes Dr. Cassidy, "heroic efforts are made to build up efficient administrative machinery throughout the country, there is small chance of a great national program of social security in Canada realizing its objectives." In this realization, Dr. Cassidy offers, in nine chapters in this book, a general survey of present problems, an analysis of our administrative differentiations, with some attempt at measurement of results against hopes. From here he branches off into examination of suggestions made by the many Royal Commissions whose bones bleach in the Ottawa Valley. Then, against a rapid fire review of the systems of social security of the United Kingdom, the United States, and New Zealand, he offers his own proposals for the country, to which one senses throughout his deep attachment.

The book breaks new ground in many ways, not least in being the first of a series on social work. The second, "Public Health and Welfare Reorganization in Canada," will be published shortly.

Ottawa, Canada CHARLOTTE WHITTON

Food and Health

NUTRITION AND CHEMICAL GROWTH IN CHILDHOOD, by Icie G. Macy. Thomas. 432 pp. Price $5.

FOOD CONTROL IN GREAT BRITAIN. International Labour Office. 272 pp. Price $1.25.

CIVILIAN HEALTH IN WARTIME, by Francis Dieuaide, M.D. Harvard University Press. 328 pp. Price $2.50.

FOOD: A WEAPON FOR VICTORY, by Bertram Fowler. Little, Brown. 185 pp. Price $1.50.

Postpaid by Survey Associates, Inc.

SINCE the turn of the century and particularly during the last decade, great strides forward have been made in the field of nutrition and public health. The present world conflict and its aftermath will tax our resources, put our newer knowledge to the severe test of total war, and stimulate further investigations by rapidly disclosing wide gaps in our present knowledge. Careful planning for the wise use of our vast resources to meet successfully the strains and stresses of total war and the postwar period may make the difference between defeat and victory and winning or losing the peace to follow. Therefore these four books are especially timely. The first two will be of particular interest to professional and semi-professional groups. The other two books should be read with interest and profit by the laity.

"Nutrition and Chemical Growth in Childhood" represents the results of ten years of clinical and chemical investigations by Icie G. Macy and her associates of the research laboratory of the Children's Fund of Michigan. This first of two contemplated volumes gives to the worker a useful, reliable, and authoritative reference book of methods and of normal values and standards against which deviations from the normal may be judged.

"Food Control in Great Britain" is a volume for the economist or the government research worker who must plan for production, distribution and rationing of food. It is an analysis of the methods of food control in Great Britain during the present emergency. While the problems in this country and in Great Britain are in some ways dissimilar, they are identical in that proper and equitable distribution of food is necessary in both countries to maintain the high standard of nutritional adequacy essential for civilian morale. May our ration planners profit by this excellent factual presentation of Britain's experience.

The next two books should be of interest to the intelligent lay public. "Civilian Health in Wartime" is a selection of the Scientific Book Club. It presents a broad but definite outline of the varied aspects of health in the United States in relation to the war. The author presents the point of view that good health needs to be a positive factor in the national life rather than merely an absence of disease. He discusses fully the problems with which civilians are confronted during wartime, and draws upon the experiences and practices of other United Nations which have already met this challenge. Says Dr. Dieuaide: "In a democracy, governmental leadership must rest upon popular support for the steps which are required to raise nutritional standards as well as to enforce the rationing system which a world war forces upon a nation. Confident that food supplies are adequate for their needs, and understanding that food control is indispensable to victory, Americans will respond intelligently and wholeheartedly." He also points out that mental health plays a dominant role among the heterogeneous aspects of morale. Total war, in which all citizens must now take part, calls for a total mobilization of our health forces.

Mr. Fowler in "Food, a Weapon for Victory" proposes a grand allied nutrition strategy to serve as a potent propaganda force as well as a means of rehabilitating a wartorn, starving world. This plan, he points out, cannot wait until victory is won. It must be conceived and developed now, in order that it may be put into effect immediately after the military phase of the war is over. It must not be left to the administration of private agencies as was done after the last war. In addition to food, the author stresses the need for medical aid and economic rehabilitation. He compares the problems of 1918 with those which will confront the United Nations when this war is over. He shows why present day problems are more vast in scope and more complicated than ever before, but that they are not insurmountable. Famine in Europe and in the rest of the world will be America's problem. But it will be her problem not as an individual nation but as a leader among nations.

Mr. Fowler has written a very readable book and has outlined his plan in a succinct manner. In the reviewer's opinion his point of view is justified even though it may be necessary to continue rationing of food in this country for a considerable period of time after the end of hostilities. The book shows a high order of practical idealism with complete absence of maudlin sentimentality.

New York NORMAN JOLLIFFE, M.D.

Union Structure and Practice

HOW COLLECTIVE BARGAINING WORKS —A SURVEY OF EXPERIENCE IN LEADING AMERICAN INDUSTRIES, by Harry A. Millis. Twentieth Century Fund. 986 pp. Price $4. postpaid by Survey Associates, Inc.

"THIS VOLUME," to quote from the foreword, "contains full length sketches of the actual workings of collective bargaining in sixteen United States trades and industries and thumbnail summaries covering thirteen other fields." The chapters are the result of field studies carried on mostly in 1939, though developments in 1940 are included and in some cases those of 1941.

A more informing book in the field of labor relations than this one has seldom issued from the press. In fact no other book brings to the reader so much detailed and valuable information about trade union structure and practice in so many different industries. Professor Philip Taft starts the book off with a chapter on "Organized Labor and the New Deal," and closes it with two "appendices" (why they are not "chapters" is a typical publishing mystery), one on "Collective Bargaining Before the New Deal" and a "Brief Review of Other Industries." If you want an orderly introduction to the detailed industry chapters, I recommend reading Appendix A first and then Chapter I. After that you can pick the industry of your choice, whether clothing or coal or automobiles or what you wish. In each chapter you will find something of the economics of the industry, something of the history of bargaining, trade union structure, collective bargaining methods, and settlement of grievances and disputes.

In the main it is a fine piece of work. One could differ over details. For example, arbitration freely agreed upon even if the parties also agree to be bound by the award is no more "compulsory arbitration" than having to pay for a can of beans after you have asked the grocer to sell it to you is "compulsory trading." There are minor matters of interpretation—but the total over-all effect is impressive of care and scholarship.

A staff of sixteen persons did the job under the direction of Harry A. Millis,

(Continued on page 128)

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April 17—KEEPING WOMEN IN THE FOREFRONT OF INDUSTRY
Speaker: Ruth Young, Ex. Sec. U. E., Radio and Machine Workers (CIO). Chairman: Minna Harkavy, Sculptress.

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now chairman of the National Labor Relations Board. Several of them are well known authorities, but some are newcomers—and very welcome too. A little Who's Who somewhere in the book would have been helpful.

JOHN A. FITCH
New York School of Social Work

Contemporary Family Life

THE MEANING OF MARRIAGE AND THE FOUNDATIONS OF THE FAMILY, by Sidney E. Goldstein. Bloch Publishing Co. 214 pp. Price $1, postpaid by Survey Associates, Inc.

THIS is a purposeful book, clearly and vigorously written, a product of one who not only has thought much about contemporary American family life but who has labored untiringly as he has cooperated with others in various enterprises seeking to strengthen and advance marriage and the family.

Unencumbered with professional jargon and with an economy of words, the book brings the reader face to face with all the major problems that are now testing the vitality and adaptability of our most important social institution. The author writes with a threefold aim: he wishes to introduce his readers to the rich store of Jewish domestic experience, to acquaint them with the ever-growing new material that concerns the family being gathered by the social sciences, and to encourage men and women to prepare themselves more adequately for marriage and parenthood through education and domestic counseling.

The book is a Jewish interpretation and therefore of special value to those who share the heritage of a family life distinctive for its strength and socializing significance and also to those non-Jewish students of the family who seek understanding of a spiritualizing influence that throughout many centuries has vitalized so impressively domestic values and standards. The discussion, however, extends beyond this special insight, being keyed to needs that are universal in all American family life. Rabbi Goldstein is greatly impressed by the immediate crisis in marriage and the family which he sees as the result of many modern influences but chiefly the passage of the patriarchal and the coming of the democratic form of family life, the weakening of the social constraints that in the past have had control of domestic experience, the social changes of modern civilization that affect marriage and the family, and the bad housing conditions that deny many American households the conditions necessary for wholesome family life.

In twenty-two chapters the book deals with the most significant aspects of our domestic situation, emphasizing both problems and resources and always with a well balanced judgment.

ERNEST R. GROVES
University of North Carolina

Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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DIRECTORY OF SOCIAL ORGANIZATIONS

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